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ABSTRACT

This book is a study of the historical development of public education in the Territory and State of Arizona, as reflected and influenced by the office of Superintendent of Public Instruction. The book is organized in 20 chronologically ordered chapters, mainly centered around various individuals who had some significant impact on the course of public education in Arizona. In the first six chapters, much attention is devoted to the activities of the various territorial governors and legislative assemblies as they affected education between 1854 and 1883. Chapters 7 through 20 mainly focus on one or more of the 24 superintendents of public instruction between 1883 and 1975. The author relies entirely on the historical narrative technique in discussing the history of the superintendency until 1958, but he mainly uses oral history interviews to portray the period from 1958 to 1975. Material for the study was gleaned from a variety of libraries and archives in Arizona and from personal interviews with living ex-superintendents and their associates. (JG)

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THE HISTORICAL ROLE
OF
ARIZONA'S
SUPERINTENDENT
OF
PUBLIC INSTRUCTION

VOLUME I

by
John C. Bury
Northern Arizona University
Flagstaff, Arizona
December, 1974

EA 007 717

THE HISTORICAL ROLE OF ARIZONA'S SUPERINTENDENT OF PUBLIC INSTRUCTION

by

John Charles Bury

Northern Arizona University

Flagstaff, Arizona

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FOREWORD

Public schools are on trial today because so many seem not to know our history of education.

Because of this general lack of knowledge about the history of education in Arizona, John Bury agreed to author this study. When you read his material, you will agree that he was admirably qualified, in every way, for this significant and enormous task.

We have asked that both volumes be placed in every high school and public library in the State as well as in the libraries of the universities and community colleges. This should make the information available to any and all interested citizens.

Funds for this project were obtained from federal sources. These funds were provided to the Superintendent of Public Instruction for the sole purpose of strengthening education in Arizona. We trust all those who read this history will find it relevant and useful for this purpose.

W. P. Shofstall, Ph.D.
State Superintendent of
Public Instruction
(July 1969 - January 1975)
Phoenix, Arizona

ACKNOWLEDGMENTS

This writer is most grateful for the very generous help that he has received from many different individuals in support of this project. Dr. Weldon P. Shofstall, Superintendent of Public Instruction, State of Arizona, was most singularly responsible for making this study possible. His complete unbiased and gracious support of this study is most gratefully acknowledged and appreciated by the writer. Personal thanks goes to Dr. Shofstall's secretary, Miss Heloise Blommel who provided continuing support and encouragement.

Dr. Jim Hartgraves, Deputy Superintendent of Public Instruction and his secretary Mrs. Dixie Miller were from the very beginning of this study consistently helpful in their support.

The author gratefully acknowledges the personal and intensive help provided to him by his doctoral committee chairman Dr. Raymond Huitt, Professor of Education, NAU, and Dr. Phillip Rulon, committee member and Associate Professor of History, NAU, who spent many hours of his own personal time to edit this document. Appreciation is extended to Dr. Charles Fauset, Dean of the College of Education, NAU, Dr. Lyle Mullens, Associate

Dean of the College of Education and Dr. Richard Lloyd, Professor of Education for their support and encouragement as members of the author's committee.

Appreciation is also extended to: the staff of the Arizona State Library and Archives (Marguerite Cooley, Director) at the Capitol, Phoenix, particularly Miss Blaise Gagliano and Miss Jean Burt, who placed themselves at the service of this author and his staff in a most congenial and generous way; those staff members of the Arizona Department of Education who were always ready and available to help whenever needed; Miss Myriam Toles and Mr. and Mrs. Glenn Dunham for providing valued personal material concerning Miss Elsie Toles; those educational leaders in the state of Arizona interviewed by this author and who appear in the interview section of this history, who made themselves available at the author's convenience for interviews and consultation; to the Northern Arizona University Library Staff (Dr. Robert Kemper, Director) for their help and for the provision of office space. Special thanks goes to Mr. John Irwin, Director of the NAU Archives and Special Collections who was always willing to help in not only providing the necessary work space but with expert direction and guidance.

The author acknowledges with gratitude: the

dedicated and professional contribution made by his research associate, Miss Susan L. Rogers; and Mrs. Connie Luna who did the final typing in a most expert fashion at the convenience of the writer; and Dr. Roger Bacon, NAU English Department, who did the final proof reading with dedication and interest. Warm thanks is also extended to Dr. Garland Downum, NAU History Department, and his wife Evelyn Downum, NAU College of Education, for their friendship and support.

This author's wife Susan Sifert Bury gave this document the special and final touch needed with many hours spent in editing and rewriting. Special thanks to her for her encouragement and to the author's three daughters, Katherine Lydia, Alexandra Crystal, and Jessica Ellen for their joyful diversion during this long and strenuous project. It is this writer's hope that this document be worthy of the care, concern, and interest given to him, his career, and this project by his parents Waldemar and Lydia Bury.

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INTRODUCTION

This is a study of the historical development of the office of Superintendent of Public Instruction in the Territory and State of Arizona. The creation and development of this office will be related as it has influenced and been influenced by the geographical and social-political environment in Arizona since 1854.

Overview

The United States Congress created the Arizona Territory in 1863. John N. Goodwin, the first governor, took official action to meet the educational needs of the new Territory by requesting that the First Legislative Assembly in 1864 provide appropriate statutes for developing a modern system of public education. Contemporary problems, however, such as the Civil War, Indian attacks, and settling the frontier, distracted the solons, and they failed to pass on Goodwin's proposals.

The legislature did not address itself to educational needs until 1867 when it made provision for towns in the Territory to establish tax-supported schools. Tucson was the only community in Arizona to take advantage of the new provision. Finally, in 1871, the Territorial

Governor sought and secured the first comprehensive school legislation to create, free, tax-supported education for the children of the Territory.

The office of Superintendent of Public Instruction has been in existence in Arizona since the legislation of 1871. There have been twenty-four different individuals, male and female, who have held the office. Under the leadership of Governor-Superintendent, A.P.K. Safford (1871), this office became instrumental in forming state public schools. The superintendency developed through trial and error, with the character of the office shaped by unique conditions in the Territory and the State. As the years passed, the office oscillated between significant and insignificant roles in the development of Arizona education. In 1871, there were approximately 2,000 school age children in the Arizona Territory while today there are 500,000.

This treatment assesses the effect of the Office of Superintendent of Public Instruction on the development of education in Arizona since 1871. It employs historical narrative plus the more contemporary technique of oral history interviews. The narrative part of this study deals with the history of the office from 1871 to 1958. This study shows the development of the superintendency in its social, economic, and political setting.

The office of Superintendent of Public Instruction in Arizona has received wide publicity, especially since the tenure of M.L. Brooks and the last three administrations of W.W. Dick, Sarah Folsom, and W.P. Shofstall. These officers have been particularly controversial not in substance but in posture and in appearance due to the attention given education by state newspapers, pedagogical pressure groups, and political organizations. The writer with the advice and consent of his committee, will use oral histories to treat the more recent administrations, for it is difficult to assess the contributions of living individuals. The current superintendent, W.P. Shofstall, and the two living ex-superintendents, C.L. Harkins and W.W. Dick, will be examined through taped interviews. Mrs. Sarah Folsom, deceased, is represented by her husband and by her personal secretary-confidant, Heloise Blommel. Assistants to these superintendents included J. Morris Richards, who had known and worked for various superintendents since 1932 and could give a degree of continuity between the pre-World War II and post World War II superintendents as well as the contemporary office of superintendent. Dr. Norma Richardson, assistant to C.L. Harkins and M.L. Brooks during Brook's last administration is included. An interview was conducted with Mr. Gus Harrell, assistant to M.L. Brooks, C.L. Harkins, W.W. Dick, Sarah Folsom, and W.P. Shofstall. Mr. Harry Broderick, assistant to W.W. Dick was interviewed, as well as Dr. Ralph Goitia, assistant to Mrs. Sarah Folsom, and Dr. Jim Hartgraves, assistant to Dr. W.P. Shofstall. A general questionnaire guided the course of the interviews.

Assumptions and Limitations of Study

In planning this study it was assumed that primary sources to be utilized such as letters, newspapers and official reports, legislative acts and oral interviews would be considered valid unless found to be inconsistent with primary sources. The oral interviews are presented in whole, except for slight changes in organization and grammatical presentation.*

One limitation recognized at the onset of this study was that this would be considered an overview of Arizona education as specially related to the office of Superintendent of Public Instruction. Another limitation recognized was that materials relating to the study were located in many diverse places, and much of the material would be found in a highly disorganized state. Also recognized as a limitation was the fact that oral interviews can be inconsistent and contradictory with one another since they are based on memory and personal bias.

However, it was considered important to leave the interviews with the original interpretations in their entirety. A further limitation recognized that the study was dealing with a political office and political points of view would be presented in both the primary and secondary material, and even more so in the oral interviews. It was determined that these political opinions should be maintained for the reader's interpretation.

Sources

Material for this study was gleaned from the Arizona State Library, Archives and Public Records at the Capitol in Phoenix; the Arizona Historical Society in Tucson; the Federal Archives and Records Center, Bell, California; Sharlot Hall Museum, Prescott; and the Library, Special Collection and Archives, Arizona State University. Also searched were the Arizona Collection, Hayden Library, Arizona State University, Tempe; the Library, Special Collection and Archives, the University of Arizona, Tucson; and the Library, Special Collections and Archives at Northern Arizona University, Flagstaff. All significant dissertation studies are listed in the Bibliography, as well as the primary and secondary sources utilized.

*Beginning in the 1930's, oral history began to make an impact on social science research methodology. Federal Writers Project used this technique during the Great Depression. Later, Allan Nevins, pioneered the Columbia Oral History Project. Presidential libraries, specifically the Truman, Eisenhower, Kennedy, and Johnson libraries, have employed the oral interview extensively in view of the fact that the telephone has replaced the nineteenth century memorandum. Examples of the specific oral history methodology utilized by this writer were:

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ARIZONA SUPERINTENDENTS OF PUBLIC INSTRUCTION

Territorial

Governor A.P.K. Safford	1871-1877
Governor John P. Hoyt	1877-1878
Governor John C. Fremont	1878-1879
Honorable Moses H. Sherman	1879-1883
Honorable W.B. Horton	1883-1885
Honorable R.L. Long	1885-1887
Honorable Charles W. Strauss	1887-1890
Honorable George W. Cheyney	1890-1893
Honorable F.J. Netherton	1893-1896
Honorable Thomas E. Dalton	1896-1897
Honorable A.P. Shewman	1897-1898
Honorable R.L. Long	1898-1902
Honorable Nelson G. Layton	1902-1906
Honorable R.L. Long	1906-1910
Honorable Kirke T. Moore	1910-1912

State

Honorable Charles O. Case	1912-1921
Honorable Elsie Toles	1921-1923
Honorable Charles O. Case	1923-1933
Honorable Herman E. Hendrix	1933-1941
Honorable E.D. Ring	1941-1947
Honorable N.D. Pulliam	1947-1947
Honorable L.D. Klemmedson	1947-1949
Honorable M.L. Brooks	1949-1955
Honorable C.L. Harkins	1955-1957
Honorable M.L. Brooks	1957-1959
Honorable W.W. "Skipper" Dick	1959-1965
Honorable Sarah Folsom	1965-1969
Honorable W.P. Shofstall	1969-1975

CHAPTER I

THE ESTABLISHMENT OF TERRITORIAL GOVERNMENT

Introduction

Education had difficulty getting started in Arizona. At the time a territorial government was established there was little economic base to support a school system. People were few in number, widely spread, and represented a variety of social backgrounds. Politics was a mixture of local landed gentry, and Washington rule in absentia decided what was best for the Territory, and education was seldom a priority concern.

As cattle and mineral production increased, the Territory was able to provide a sound economic base for an educational system to operate with some monies actually unneeded. The social situation changed as more people immigrated to Arizona and more children were in need of schooling. The mixing of politics and educational policy caused problems in the 1860's and causes yet today major conflicts.

The purpose of this chapter is to set the stage for Arizona education through a brief review of pre-Territorial conditions and the development of public education with the establishment of Territorial government.

The Gadsden Purchase

The beginning of the Arizona territory as a geographical entity dates from June 30, 1854, when, under the terms of the Gadsden Purchase, the United States received from Mexico 45,538 acres of desolate, desert land below the Gila River extending from the Rio Grande on the east to the Colorado River on the west. In return for this land Mexico was paid ten million dollars from the federal treasury. Of this land grant, 31,535 square miles would become part of the Arizona Territory ten years later.[1]

From the signing of the Gadsden Purchase in 1854 to the eventual installation of territorial government in 1864, Arizona would experience great difficulties. Arizona has been described during this period by historians as a place where the San Francisco vigilante community and the county sheriffs of Texas preferred to send their best customers. The population was made up, particularly in the southern area, of Mexicans who were unsure of their own national identity at the time, nomadic Apache Indians who would continue for another twenty-five years to influence the progress of the new Territory, and a handful of settlers who came into the country for assorted reasons, such as to escape the law, to find gold, and to farm the river valleys.

The Mexican people became an essential and contributing segment of the new Territory's population. The Indians took many years to become integrated into the strange white man's culture.

On March 3, 1859, the first newspaper in Arizona called The Weekly Arizonian, was printed at Tubac. The first issue reported nineteen different acts of murder and robbery by Indians for the months of January and February of 1859. Arizona continued to react to the actions of the Apaches for many years.[2]

In 1860, the census of the Arizona land indicated a total population of 6,482 immigrant Americans and Mexicans. Then in January, 1862, Pauline Weaver and his party discovered gold near the town of Ehrenberg located on the Colorado River. This discovery soon caused the largest population center in Arizona to be established, named La Paz, which would eventually have a population of 5,000 people. There was some discussion of making it the capital of the Territory, but with the changing course of the Colorado River the gold of La Paz was washed away.[3]

During this period there were few public attempts to educate the children of what would soon be the Arizona Territory. The priests of San Xavier del Bac Mission near Tucson did offer instruction to those Mexican children who lived near them.[4]

The Territory of Arizona

Territorial status for Arizona became a matter of interest and controversy with the advent of the Civil War. Thomas Edwin Farish reported in his writings:

> Undoubtedly the Confederate invasion of Arizona and New Mexico, and the organization of Arizona into a separate Territory by the Confederates, which was acknowledged by the Confederate Government, with the discovery of gold in large quantities in Arizona, of which the Government at that time stood in great need, were the real causes of the passage of the bill through Congress in the session of 1862-1863 for the creation of the Territory of Arizona.[5]

On August 1, 1861, individuals of Southern sympathies declared Arizona an official territory of the Confederacy and on January 18, 1862, this ad hoc establishment of government was recognized by President Jefferson Davis in an act signed admitting Arizona as a Territory of the Confederate States.[6]

The Union Government at Washington, D.C., became abruptly aware of the significance of Arizona, first by the establishment of territorial status for Arizona by the Confederates and second with the realization of the potential of gold in large quantities.

The Arizona Confederate Territory, however, was to be short-lived. The defeat of Confederate troops by the Union Army at Picacho Peak north of Tucson on April 15, 1862, decided its fate.[7]

On March 12, 1862, James H. Ashley from the State of Ohio submitted to the U.S. Congress a bill to establish Arizona as a Federal Territory. This territorial bill was passed by the United States Congress on February 20, 1863, and on February 24, President Abraham Lincoln signed it into law. He then appointed John A. Gurley as the first governor of the Territory of Arizona. Gurley died on August 18, 1863, before leaving Washington for the Arizona Territory and John Noble Goodwin was appointed as his replacement.[8]

In December of 1863, the official territorial party headed by Governor Goodwin crossed into the Arizona Territory. Goodwin and his appointees took the oath of office at Navajo Springs, Arizona, on December 29, 1863. The party then continued west, arriving at Fort Whipple on January 24, 1864, near what is now called Prescott, establishing the first territorial seat of government.[9]

With the formation of a government in 1864, U.S. Marshal Milton B. Duffield undertook the first reliable census. Duffield was able to establish the population of the Territory at 4,573, excluding Indians due to their nomadic lifestyle and isolation. The population of Tucson was 1,568, Mowry Mine 252, Raventon and Calabasas 183, San Xavier 112, La Paz 352, Arizona City 151, Fort Mojave 120 and La Laguna 113. The remainder of the population was sparsely scattered throughout the Territory.[10]

Shortly after the establishment of government at Fort Whipple, Robert C. McCormick, Secretary of the Territory, began printing the Arizona Miner, and on March 9, 1864, published its first issue. The capital of the Arizona Territory was moved from Fort Whipple to Granite Creek, which was renamed Prescott, on May 30, 1864. Then, on July 18, 1864, an election was held to select members for the first Territorial Legislature.[11]

John Noble Goodwin

Goodwin is considered the first actual Territorial Governor of Arizona. He was, as most of his successors would be, from the east. Born in South Berwick, Maine, on October 18, 1824, Goodwin graduated from Dartmouth College twenty years later. He then studied law and began a practice in Berwick in 1849. Elected to the State Senate of Maine in 1854 Goodwin was appointed as a special commissioner in 1855 to revise the code of laws for the State of Maine. He served in the United States Congress representing the State of Maine from 1861 to March 3, 1863, at which time his appointment to be Chief Justice of the

Territory of Arizona was made. Goodwin was elected by the First Legislative Assembly as the delegate to represent the Arizona Territory in the Federal Congress. He continued to serve as a delegate until March 3, 1867. During his tenure as Territorial Governor, Goodwin spent most of his time in Washington as the Territorial Delegate, leaving Acting Governor, Richard Cunningham McCormick in charge of routine affairs in Arizona.[12]

The First Legislature and the Attempted Beginning of Arizona Education

The First Territorial Legislature convened at Prescott on September 26, 1864. During this session it adopted a code of laws known as the Howell Code, named after a Supreme Court Judge of Michigan who prepared them in advance at the request of Goodwin. The assembly created Mojave, Yavapai, Pima and Yuma Counties.[13]

The Apache Indians were a high priority concern of Governor Goodwin and the first Legislative Assembly. The so-called war with the Apaches had begun in 1864 and was to continue for the next ten years. The Legislature, as well as the settlers in the new Territory, were concerned about the nomadic bands. The first request of Governor Goodwin was for the levying of taxes to assist in containing and eventually defeating the Apaches.[14]

Governor Goodwin, in presenting his message to the Legislature also made the first official and formal mention of public education in the Territory. In his message, Governor Goodwin said:

> Self-government and universal education are inseparable. The one can be exercised only as the other is enjoyed. The common school, the high school, and the university should all be established and are worthy of your fostering care. The first duty of the legislators of a free State is to make, as far as lies in their power, education as free to all its citizens as the air they breathe. A system of common schools is the grand foundation upon which the whole superstructure should rest. If that be broad and firm, a symmetrical and elegant temple of learning will be erected. I earnestly recommend that a portion of the funds raised by taxation be appropriated for these purposes and that a beginning, though small, be made.[15]

In response to the Governor's message, the First Legislature did attempt a small beginning for education in the new Territory. This legislation, however, was not considered a school code but actually a broad constitutional outline that would provide a framework for the real beginning of education at a later date. The first section of the school act was concerned with the appropriation of $250 for the Mission School at San Xavier del Bac. This was done by a specific request of Governor Goodwin on September 30, 1864, when he said:

> The only school which I have visited in the Territory, though doubtless there are others, is one at the old Mission Church of San Xavier. If any such institution be recognized by an endowment, I suggest that some aid be given to this school. A small donation at this time would materially assist an ancient and most laudable charity of the church to which a large proportion of our people belong, and would encourage it in preserving one of the most beautiful remnants of art on the continent.[16]

Section Two of the education act provided for funding in the communities of Prescott, La Paz and Mojave with each of the three to receive $250 if the communities would match the funds equally. In Section Three, funding was appropriated in the amount of $500 for the town of Tucson to establish a public school. Tucson, however, was required to match by taxation this appropriation and to agree to a stipulation that English be part of the daily instruction. The only school that actually received and utilized this original funding was the one at San Xavier del Bac. This grant to the Mission was without any conditions.[17]

It seems most appropriate and fitting that the Assembly chose to recognize the Mission at San Xavier for its educational endeavor since it had been in operation off and on since its founding on April 28, 1700, by Father Kino. This funding also recognized the fact that the majority of the population in the Arizona Territory was Mexican and that it was necessary to provide for their educational needs. Some historians have mentioned that the Prescott school, which at that time had S.C. Rogers as its teacher, also accepted this funding, however, this has not been substantiated in any of the records.[18]

The University of Arizona

The First Legislative Assembly also provided for the creation of a Territorial University, a Territorial Library, and Historical Department. The future University of Arizona was to be governed by seven Regents made up of the Governor, three Supreme Court Judges and three other appointees of the Legislature. The University was to be supported by land grants as per the Federal Morrill Land Grant Act of 1862. The Regents of the University were to select a site for construction by January 1, 1866, but due to the Indian War this proved to be difficult. One of the newly appointed Regents, Gilbert W. Hopkins, was killed by the Apaches in 1865 while, it is believed, he was trying to locate a suitable site for the University.[19]

First Public School Administration

The legislation enacted in 1864 also provided specifically for County Commissioners who:

> shall be trustees of public schools and may appoint a suitable person to examine the course of instruction, discipline, and attendance of said schools, and the qualifications of the teachers, and report the same to them at their stated general meeting.[20]

This provision provided the first means of administration of public schools in the Territory and would be expanded by later legislation.

The Legislature also created a university fund and a common school fund that was to be developed from the proceeds of the sale of public lands. Unfortunately for the schools, the Legislature was unrealistic in the consideration of the value of this land and of its right to be able to sell the land, which as a Federal Territory, it did not have.[21]

In October of 1864, the Joint Committee for Education of the Assembly reported:

> The joint committee on education report that after a mature consideration they have decided that it would be premature to establish or to attempt any regular system of common or district schools. At present the Territory is too sparsely settled, and the necessary officers for such an establishment would be more costly than the education of the children would warrant.[22]

At this time neither the Legislature nor the people seemed interested in the establishment of public education in the Territory because of the isolation of settlements and the difficulty of survival.

The Second Legislative Assembly

During the Second Legislative Assembly of 1865, Governor Goodwin mentioned only that:

> I am inclined to think that the existing provisions for schools in various parts of the Territory are now sufficient.[23]

At this time, no public school district had been established in the Territory of Arizona. The only action taken by the 1865 Assembly was to petition the United States Congress for more benefits regarding the Morrill Land Grant of July 2, 1862. The Legislature continued for many years to request exceptional rights in selling their Federal Territorial Land Grants to obtain funding for their educational programs; but, it was not until the 1890's that Congress finally allowed the Territory to lease these lands for income.[24]

Private Attempts at Education

In spite of the problems of Apache raids and isolation, education was attempted during the 1860's in the Arizona Territory on a private or subscription basis by various church groups and communities. It has already been mentioned that the Mission at San Xavier had for some time been involved in providing education to its surrounding Mexican and Indian population. It is also believed that in Prescott in 1864, W.H. Read offered a church-school type educational program.[25] The Weekly Miner of Prescott reported on July 11, 1866, that Mr. Edwin Darling, a former lieutenant in the Army who had taught school previously in California and had a "reputation of an accomplished teacher", began a school in Prescott with twenty students.[26] On January 12, 1867, the same newspaper reported that a school would soon be opened under the directorship of a "Miss Blake". This was further substantiated in an article on February 9, 1867, stating that the teacher would be opening her school on Monday, February 18, 1867, with an expected enrollment of "25 young misses and boys in our town everyone of whom should be in school."[27]

The Miner also reported on July 27, 1867, of private subscriptions being raised for the support of a school in Prescott starting August first with J.E. McCaffrey as the teacher. It was mentioned at this time that the Legislature should in the next session make some provision for the funding of public schools.[28]

Mr. S.C. Rogers, in a letter written to Governor A.P.K. Safford on December 16, 1870, reported that in 1866, a Mrs. Stephens taught three months supported by subscription, and in 1866 and in 1867 a Mr. Darling taught three months supported by subscription. In 1867 and 1868 Mr. McCaffrey taught two three-month terms also supported by subscription, and Mr. Rogers started teaching in Prescott on April 26, 1869, with an average attendance of eight pupils.[29]

The Weekly Miner continued to make references to education. On November 30, 1867, it stated:

> Our excellent Public School is again in full blast in Baldwin's building... Mr. McCaffrey, the teacher has his heart in the business and will do all he can to teach the rising generation useful information. Parents should see to it that their children attend. We consider it one of the greatest crimes parents can be guilty of, to raise up their children without instructors and send them out into the world as ignorant as boors.[30]

On October 30, 1869, the same weekly reported that Prescott had established two schools, one with a Mr. Chris responsible for the eight to sixteen age group and the other with Mr. Rogers, although his responsibilities were not listed. The accounts continue on into 1870 discussing the various activities of Mr. S.C. Rogers and Mr. D.D. Chris as they opened and dismissed school and conducted various activities of the school program. On June 4, 1870, specific mention is made of a stage arriving with:

> ...a large number of children's school books, that were forwarded from New York by Gov. A.P.K. Safford for distribution in and about Prescott.[31]

It is believed that Governor Safford, before he became the first Superintendent of Public Instruction of the Territory, took it on his own not only to order but to pay for these textbooks that were sent to Prescott and other communities.

A private Tucson Catholic school was directed by a teacher named Vincent in 1866. In 1870, the Sisters of St. Joseph's started a private school for girls in Tucson that would continue operation for some one hundred years. Prescott established a branch of this system for boys sometime afterwards.[32]

As of June 1, 1868, another development for Arizona education took place when a treaty between the Navajo Indians and the U.S. Government was signed. This treaty set aside certain specific lands for the Navajos as a reservation and guaranteed U.S. Government funds to provide education for Navajos six to sixteen years of age. This federal education system was to be administered by the Bureau of Indian Affairs from Washington, D.C.[33]

Richard Cunningham McCormick

On October 3, 1866, the Third Territorial Legislature convened in Prescott under the second governor of the Territory: Richard Cunningham McCormick. McCormick was born and attended public schools in New York City. He became a correspondent for the New York Evening Post, and while serving in this capacity he covered the Crimean War. McCormick was the Secretary of the Territory under Goodwin and when he traveled to the Territory with Governor Goodwin, he brought with him the printing press with which he started The Weekly Miner. He was appointed Governor of the Territory by President Johnson in 1866 and served until April 7, 1869, when he was replaced by A.P.K. Safford. In March of 1869 he was elected delegate to the Federal Congress for Arizona and served in that capacity until March 3, 1875.[34]

Governor McCormick made no mention of educational needs to the legislature of 1866. His report seems essentially gloomy and states that the Territory was deeply in debt, there were no established stage coach lines, the roads in the Territory were in extremely poor condition, and the Apache problem continued. At this time the census of the Territory showed a population of 5,526, excluding Indians. The total territorial taxes collected for the year were $355.[35]

The Fourth Legislative Assembly and The First School District

After one year in office Governor McCormick took an active position on the development of education for the Territory. In his message to the Fourth Legislative Assembly on September 9, 1867, the Governor stated the following:

> In the opinion of many of the people the time has come for some definite and liberal provision for the establishment and maintenance of public schools in the Territory. In the larger settlements there are numerous children, and the thought of permitting them to grow up in ignorance is not to be tolerated, while to sustain private schools is an expense which in most cases the parents cannot afford.[36]

The Governor said of the original school legislation approved November 7, 1864, that:

> If I am correctly informed none of the towns have complied with this requirement and the funds of the Territory have not been used. The sums, however, are insufficient to be of more than a temporary benefit and sufficient funds have not yet accumulated, as required by the section of the Code referred to, to support a system of common school education, yet I think the popular sentiment will heartily sustain you in providing such a system and in authorizing the counties to levy a reasonable special tax for its support, according to the judgment of their Supervisors.[37]

In response to the Governor's request the Legislative Assembly on October 5, 1867, enacted additional legislation entitled "Concerning Common Schools". Section One of the act provided for a Board of Supervisors in each County within the Territory which would have power to establish within their respective counties, school districts. In Section Two the act stated that any village or settlement having one hundred or more people and covering not more than four square miles should be set apart as a school district. Section Three provided for the legal voters to petition a County Board of Supervisors to establish a district, and the Fourth Section said that the Board could then define the boundaries and limits of the district. In Section Five the Board was given authority to levy a tax of not more than one half of one percent of assessed value of all taxable property within the district. Sections Six and Seven dealt with the collection of the taxes by the county, and Section Eight gave the Board of Supervisors the right to select the sites of the schools; to decide on the purchase, building, or renting of school rooms; and, to be responsible for the furnishing of tables, desks, books, seats; and, for the hiring of competent teachers.[38]

The education legislation passed by the Fourth Legislative Assembly in 1867 was written by John B. "Pie" Allen of Pima County, a resident of Tucson who presented House Bill No. 34 to the Legislative Assembly which passed it. The Arizona Territory was thus given legislation providing for the establishment of school districts and for taxation within the school districts. The County Boards of Supervisors at this time were given the primary authority for education in the Arizona Territory.[39]

Arizona's First School District

The community of Tucson took advantage of this law, and, under the leadership of John B. Allen, on November 3, 1867, a petition was circulated and submitted to the Pima County Board of Supervisors for their consideration. School District No. 1 of Pima County was established as of November 18, 1867, with John B. Allen, W.S. Oury and Francisco Leon as the trustees for the district. A tax was authorized by the Board to be one half of one percent of the assessed valuation of the district.[40]

This new school board hired Mr. Augustus Brichta, a well-educated California Forty-niner from New York, to be the first school master of Tucson in the Territory's first publicly supported school. Brichta set up school in one room with a dirt floor and crude furniture located at what is now Congress and Main Streets. He taught approximately sixty students, all of whom were Mexican. It was believed that the school continued operating for approximately six months at which time the tax money and private subscriptions ran out.[41]

The Territory Starts to Grow

In 1867, the population in the Arizona Territory began to increase with the arrival of new inhabitants who sought employment in the mining industry. The valuation of Arizona increased, too. The number of cattle in the Territory was 220,000 with a valuation of $3,520,000. As of September 4, 1867, the Fourth Assembly transferred the capital from Prescott to Tucson and by November first all the offices and records had been relocated. The Fourth Assembly also made it unlawful to use weapons other than in self-defense, defeated a resolution to substitute La Paz as the capital instead of Tucson, and petitioned Congress to raise a regiment of calvary as protection from the Apaches.[42]

In spite of the legislation of the Fourth Assembly, little was accomplished in Arizona education aside from the establishment of District 1 in Tucson and a few private schools. Educational historian Stephen B. Weeks has said in his report, History of Public School Education in Arizona:

> Perhaps what these people needed
> most was educational leadership.
> This they did not have. Gov.
> Goodwin went out of office after
> one year; Gov. McCormick was more

> interested in exploiting the natural resources; and it was not until the time of Gov. Safford that the schools might feel that their educational Moses had arisen.[43]

According to Samuel Pressly McCrea, an early Arizona educational historian, the problem with the new law was that the Boards of Supervisors were too slow moving and uninterested in the establishment of education. Also the schools established were limited entirely to local taxes for funding and any additional money needed for operating costs had to be raised by the communities themselves. McCrea felt that the people of Arizona were not yet able financially to support these endeavors and not yet sophisticated enough to be totally responsible for the establishment of education within their own areas.[44]

McCormick and the Fifth Assembly

In his message to the Fifth Legislative Assembly, convened in Tucson on November 16, 1868, Governor McCormick made the following remarks:

> More attention should be given to educational matters. The brief law of the last Assembly is insufficient to establish and sustain such a system of common schools as is now needed here.[45]

The Legislative Assembly in response to the governor's brief request, passed a new school law which was essentially an extension of the 1867 law providing for a County Board of Supervisors to serve also as the County Board of Education with full educational authority. This board was charged with the responsibilities of selecting and adopting textbooks, dividing the county into school districts of not less than twenty children, and for the annual election of school officers. It was also responsible for choosing the County Superintendent whose duty it was to apportion the school funds in accordance with the number of children in each district ages six to twenty-one and to make an annual report. The County Superintendent was also responsible for visiting the schools, examining and determining the progress of the schools, and advising the teachers. He was specifically required to examine teachers petitioning for jobs in the areas of orthography, reading, writing, arithmetic, geography and English grammar. The law also stated that the voters in the district could vote taxes to furnish the school houses with "blackboards, outline maps, and apparatus, provided this tax did not exceed one-fourth of 1 percent per annum."[46]

The district school boards were to be made up of a director, a clerk and a treasurer. When organized the Board was enhanced with corporate powers. The district voters were required to decide the length of the school term, "whether they should be taught by a man or a woman", and if the school should be taught for a winter or a summer term.[47]

The problems with this legislation were the same as with the 1867 legislation: there was no territorial tax nor provision for territorial leadership; the district taxpayers were still required to provide the full support of their districts; and, there was no coordination or leadership for education in the Territory beyond the counties. Therefore, each county could still make their own decision on the qualifications of the teachers they hired, when the school term would begin, and how long the school term would be.

Thus from the Gadsden Purchase in 1854, when there was virtually no educational system, to the Fifth Legislative Assembly in 1868, education gained a foothold in the Arizona Territory, and the stage was set for the entrance of Governor Safford, a dynamic educator who placed public instruction on a first priority basis.

FOOTNOTES

CHAPTER I

[1] Douglas D. Martin, An Arizona Chronology - the Territorial Years 1846-1912 (Tucson: University of Arizona Press, 1963) (No page number given), 1854.

[2] The Weekly Arizonian, (Tubac, Arizona) March 3, 1859, Vol. I, Issue No. I.

[3] Martin, op. cit., 1860, 1862.

[4] Edward H. Peplow, Jr., "Territorial Arizona's Struggle to Found a School System," Arizona Days and Ways, March 6, 1960, pp. 44-47.

[5] Thomas Edwin Parish, History of Arizona (San Francisco: Filmer Brothers, Electrotype Co., 1915) Vol. 2, p. 321.

[6] Peplow, Jr., op. cit., p. 44.

[7] Martin, op. cit., 1862.

[8] Ellen Lloyd Trover (ed), Chronology and Documentary Handbook of the State of Arizona, (Dobbs Ferry, New York: Oceana Publication, Inc., 1972) p. 7. Martin, op. cit., 1863.

[9] Martin, op. cit., 1863, 1864.

[10] Jay J. Wagoner, Arizona Territory 1863-1912, A Political History, (Tucson: University of Arizona Press, 1970) p. 41.

[11] Martin, op. cit., 1864.

[12] Men and Women of Arizona: Past and Present, (Phoenix, Tucson: Pioneer Publishing Co., 1940) p. 7.

[13] Martin, op. cit., 1864. Samuel P. McCrea, "Establishment of the Arizona System" Biennial Report of the Superintendent of Public Instruction of the Territory of Arizona, (Phoenix: H.H. McNeil Co., 1908) p. 78.

[14] McCrea, op. cit., p. 77.

[15] Stephen B. Weeks, History of Public School Education in Arizona, (Washington, D.C.: Government Printing Office 1918, Department of Interior - Bureau of Education, Bulletin No. 17, 1918) p. 9. Governor's Message, Journals of the Territory of Arizona, p. 39.

[16] Weeks, op. cit., p. 10. Governor's Message, op. cit., pp. 39-40. Laws of Arizona 1864, p. 41.

[17] Laws of Arizona 1864, p. 41.

[18] Frank C. Lockwood, Pioneer Days in Arizona, (New York, the MacMillian Co. 1932) p. 36.

[19] McCrea, op. cit., p. 79.

[20] Weeks, op. cit., p. 13.

[21] McCrea, op. cit., p. 78.

[22] Report on the Joint Committee, Journals of the First Legislative Assembly 1864, p. 176, 177.

[23] Wagoner, op. cit., p. 51.

[24] Wagoner, op. cit., pp. 50-51. McCrea, op. cit. p. 79.

[25] George H. Kelly, "Providing Education in Arizona" Arizona Historical Review, Vol. 2, No. 3, (October 1929) p. 102.

[26] The Arizona Miner, Prescott, (July 11, 1866) cited in "Schools in Prescott in the Early Years" a manuscript located at Sharlot Hall Museum, Prescott, Arizona, p. 1.

[27] Ibid.

[28] Ibid.

[29] Based on correspondence between S.C. Rogers and Governor Safford, December 16, 1870, (MS at State Archives, Phoenix, Arizona)

[30] The Arizona Miner, op. cit., p. 2.

[31] *The Arizona Miner*, *op*. *cit*., pp. 2-3.

[32] Weeks, *op*. *cit*., p. 7. A.M. Gustafson, "Schools for a Frontier State", *Arizona Teacher*, Vol. 50, No. 5, p. 13, May 1962.

[33] Martin, *op*. *cit*., 1868.

[34] *Men and Women*, *op*. *cit*., p. 7.

[35] Martin, *op*. *cit*., 1866.

[36] "Governor's Message" *Journals of the Territory of Arizona*, (September 9, 1867) p. 42.

[37] *Ibid*.

[38] *The Laws of Arizona 1867*, pp. 37.

[39] Wagoner, *op*. *cit*., p. 69.

[40] Wagoner, *op*. *cit*., p. 69. Kathleen Ann McQuown, "Tucson Public Schools, 1867-1874", *Arizonian*, Vol. 5, (1964), p. 39.

[41] Wagoner, *op*. *cit*., p. 70. McQuown, *op*. *cit*., p. 39.

[42] Martin, *op*. *cit*., 1867.

[43] Weeks, *op*. *cit*., p. 16.

[44] McCrea, *op*. *cit*., p. 81.

[45] "Governor's Message", *5th Legislative Assembly Journals of the Territory of Arizona*, (November 16, 1868) p. 40.

[46] Weeks, *op*. *cit*., pp. 14-15. *Ibid*. p. 15.

CHAPTER II

ANSON PACELY KILLEN SAFFORD: THE FATHER OF ARIZONA EDUCATION

Introduction:

On April 7, 1869, Anson P.K. Safford was appointed Governor of the Territory of Arizona to replace Richard McCormick.[1] The Weekly Arizona Miner, on November 6 described the Governor, stating:

> The Governor is little, but that little is, we judge, composed of the right sort of material. He is as full of vim as an egg is of meat, and will do his utmost to place the Territory in a peaceful, prosperous condition. He is an Illinoisan by birth; emigrated to California in '52; crossed the Sierras to Nevada in '69; engaged in mining and fighting Indians there; was appointed Surveyor-General, which position he held and filled with ability until Nevada became a state. He is an intelligent, devoted miner, loves the mountains, and, of course, had fallen dead in love with our section and its rich mines. We need scarcely say that our people are pleased with our new Gov.[2]

This chapter describes Safford, the man, and Safford, the Superintendent of Public Instruction --- a man who introduced a great change in the Territorial educational system.

Safford: The Man

Anson P.K. Safford was born February 14, 1830, in Hyde Park, Vermont. When he was eight years old he moved with his family to Crete, Illinois. He lived on his family farm in Illinois until he was twenty years old and then migrated to California in search of gold.[3]

Safford mentions in his autobiography that his father died in 1848 and his mother in 1849, leaving Safford at nineteen, alone with his younger sister on the farm:

> We were considerably in debt, our farming implements were poor; in fact I had but little to do with, (sic) and the outlook for the future was gloomy indeed.[4]

Shortly after the death of his parents Safford explained how he was approached by a salesman for the McCormicks Manufactory who convinced him to go further into debt by purchasing their modern equipment and then hiring himself and his equipment out. Within one year he not only had cleared himself of debt but had set aside a sizeable amount of money. He said:

> I did as directed and by the first of the next year, I had all of my debts paid, the farm clear and considerable personal property besides. The gold fields of California were then attracting a great deal of attention, and I determined to try my fortune in this new El Dorado.[5]

Safford placed his young sister in a school and left for California. In his autobiography he went into great detail describing his travels crossing the plains, particularly hunting the Great Plains buffalo. He arrived at Georgetown, California on July 10, 1850. The next day Safford and his partners separated, and he went to the middle fork of the American River to a place called Big Bar. Safford became partners with other miners, located a gold mine, and, within a short time, sold out his share for $300.75 of which he sent $300 back to his sister.[6]

Safford continued in mining until 1856. At this time he was elected to serve in the California State Legislature and continued to serve in this capacity until 1859 when he left the Legislature to manage a business in San Francisco. During Safford's tenure in the California Legislature he served as chairman of Education Committee, helping draft some of California's original school legislation.[7]

In 1862 Safford moved to the State of Nevada. While in Nevada he served as the County Recorder of Humboldt County. In 1867 he was appointed by President Andrew Johnson to the position of Surveyor-General. During the period that Safford served as Surveyor-General he was one of three members of the State of Nevada School Board, and, during his tenure, this school board wrote and had passed by the Nevada State Legislature the first comprehensive education legislation for Nevada.[8]

Safford Takes Over

In his autobiography, Safford wrote that he arrived at Tucson, the Capital of the Territory, July first, 1869, and immediately assumed the duties of the office. The former officers of the Territory had either resigned or been removed, and the executive office was closed. The few books and papers were covered with dust and looked as though they had not been disturbed for many months. The Territory owed a debt of $25,000. A decision by one of the District Judges had declared all the laws void passed by the successive Legislatures. Boards of Supervisors in one county were establishing the rate of taxation in accordance with the acts of one legislature, and in another, in accordance with the acts of a different legislature; and in several instances funds collected for Territorial purposes were seized by the County Authorities and transferred to County use. All powers for the removal of officers had been taken away from the executive. Only one public school had been established, and a few schools had been maintained for limited periods by private subscription. Safford also wrote that the country was overrun by Apaches and along the border life and property were insecure because of frequent murders and robberies committed by Mexican outlaws.[9]

On July 24, 1869, Safford married a Miss Tracy of California. This was to end in a divorce in 1873 as approved by the Territorial Legislature and signed by the Governor himself. The governor later married a sister of a Mexican-American student, Ignacio Bonillas whom he had sponsored in Tucson.[10]

Ignacio Bonillas Describes Safford

Ignacio Bonillas was a young Mexican boy of twelve when he first met Governor Safford in 1870. In later years with the help of Governor Safford he became Ambassador to Washington for the country of Mexico. In 1926, when Mr. Bonillas was sixty-eight years old, he related his impressions of Governor Safford.

Bonillas went to the public school in Tucson while Safford was Governor. When the Governor noticed that he was away from school for eight or ten days he asked teacher John Spring why Bonillas was absent. Mr. Spring explained that Bonillas had to work. The Governor told Mr. Spring he would be glad to furnish the books and paper and everything needed so Bonillas could go to school regularly.

Bonillas' father, who was a blacksmith, gave him permission to accept Safford's offer provided he would give something in return, so the Governor told him to come over in the mornings and feed his mules, black his boots, and sweep his office. After the public school was over, Safford paid Mr. Spring to give Bonillas private lessons. Bonillas related that it was not only himself that the Governor helped, but scores of young boys and girls.[11]

This very altruistic picture of Governor Safford was not only shared by people that knew him at the time but also by more contemporary historians. Howard R. Lamar, Yale Professor of History, says in Arizona and the West:

> "Little Saff", however, was full of dreams, too. Along with his great sense of humor and kindness, he had a feeling of honor and purpose, and an almost pathetic desire to be liked. He talked and philosophized constantly about the future of Arizona as he roamed through the territory by horse or with a friend in a buggy. He gave away money everywhere, he adopted Mexican children; and yet all the while he was building his fortune by speculating in a score of mining, ranching, railroads, and business ventures. A contemporary who knew him well felt that whatever his faults were, "altruism" was Governor Safford's dominating trait.[12]

The governor was described in numerous newspaper accounts during his tenure in the Territory. One described him as follows:

> In stature, the Governor is a "shorty" but his architecture is such as to enable him to get around quite lively, under heavy burdens, and to present a taking appearance, although he has never been known to take anything, not belonging to him. He is, eminently, a man of action --- full of life, hope and energy.[13]

Safford finished his tenure as Governor in the Territory of Arizona in 1877. He eventually settled in Florida and founded the community of Tarpon Springs where he died December 14, 1891. His close friend and associate, John Wasson, who was Surveyor-General of the Territory of Arizona while Safford was Governor, and also the founder of the Arizona Citizen wrote about Safford following his death:

> To work more effectively with the native people, he learned to speak Spanish. He personally visited from time to time nearly ever family in the Territory and made them all feel that his highest ambition was to give them security in person and property and good schools for their children.
>
> His crowning achievement as Governor of Arizona was the system of public schools he established, and perhaps there is not a case on record where a single officer led in every step from no schools at all to a thoroughly efficient system by which every neighborhood even with a few children was provided with a school supported by public funds.[14]

The Arizona Territory as Safford Knew It

Wasson also described the conditions in the Arizona Territory experienced by Safford upon his arrival in 1869:

> He found the territory almost in a state of anarchy. Many officers refused to obey the laws. The payment of taxes was resisted by some...the military authorities were nearly useless. The commanding officer and many subordinates were not in sympathy with the people. Such eminent Generals as Sherman and Sheridan regarded the territory about worthless and only fit for Indians. There was no public school system in operation and but one public school (at Prescott) in the whole territory, with nearly all the children of Catholic parents under the power of priests hostile to free public schools. There was not a railroad on the east nearer than Kansas and the Overland had just been completed to California. Arizona was in a most uninviting condition.[15]

A typical example of life in the Arizona Territory would be dramatic events as reported in a local newspaper during the month of August, 1870. One newspaper reported the following incidents on the Southern Overland Road near Tucson where during the month two stage drivers were killed, another stage was captured with all murdered, a wagon train was taken with all killed, and a stage station was taken where only one escaped alive.[16]

In describing the Arizona Territory in a lighter vein, General Sherman expressed his opinion of Arizona by saying:

> We have fought one war with Mexico to acquire Arizona and we ought to have another to compel her to take it back.[17]

When somebody mentioned that all Arizona lacked was society and water, the General said, "That is all hell lacks".[18]

Safford related in his autobiography the chaotic conditions he found:

> Believing that human nature is about the Same everywhere, I commenced at once to harmonize those Conflicting elements and to obtain a uniform obedience to the law. I took the position that all laws enacted by the Legislature were valid and binding until otherwise determined by the highest judicial tribunal. I traveled over all the habitable portion of the Territory to advise and consult with the people. I was everywhere received with kindness, and ascertained that the intentions of the people were good...I concluded to go to Washington and obtain an enabling act that would forever set the matter at rest; and in November, I left the Territory and proceeded to Washington, laid the matter before Congress, and that body enacted a law legalizing all former Territorial legislation, and empowering the Executive to remove all County or Township officers, and to fill vacancies. I returned to the Territory in the Spring of 1870... On my return in the Spring of 1870, I determined to make the Indian question my next Study, and accordingly I visited every tribe

> in the Territory that would hold
> Conversation with me, and became
> strongly impressed with the belief
> that the government should pay more
> attention to the education of the
> peaceably disposed Indians and make
> greater efforts for their moral
> reclamation...[18]

Safford's first request was to procure from Congress an act calling for a new election of the legislature, and new and larger powers for the Governor to enact specific laws. Safford considered the commander of Arizona's military department, General George Stoneman, to be inefficient and unfriendly and applied to have him replaced. Safford, at his own expense, traveled to Washington, D.C. in the winter of 1869-70 to work with former governor and congressional delegate R.C. McCormick. He petitioned Congress to enact specific laws for the Territory of Arizona and to request of President U.S. Grant the replacement of General Stoneman with General George W. Crook. This request was fulfilled.[19]

Interpretation: Arizona Territory, 1869

The first three governors of the Arizona Territory supported some type of educational program. Their attempts were met with reluctance by the respective legislatures because of the distractions of the Apaches and isolation; therefore, there was limited success in obtaining educational legislation. The legislation that was passed was not taken advantage of by most communities of the Territory. There is a possible additional interpretation allowing for this difference among the executive branch of the Territory and the legislature and the people that it represented. All of the territorial governors from 1863 to 1884 were Northern and Republican. Goodwin was from Maine, McCormick from New York, and Safford from Vermont. Their successors would continue to be from the Eastern establishment or on the edges of the Eastern establishment. The western historian Howard P. Lamar of Yale called these men "carpetbaggers full of dreams".[20]

It should be noted that for a short time in 1862 the land that would become the Arizona Territory was for a short time part of the Confederacy until the battle of Picacho Peak. At the beginning of the territorial status in 1863, there had already developed strong southern sympathies, and a migration from the south had already begun. The number of these immigrants would increase as the years passed. As this population shift was happening the southern states were experiencing a disturbing and disrupting reconstruction. It is possible that there was a philosophical and lifestyle point of disagreement between the northern administration and the southern reconstruction immigrants who brought with them their bitter experiences of Civil War.[21]

The early governors of the Arizona Territory came from states who already had established a form of public education. Education was generally being provided for the few and wealthy in the south at this time. The northern members of the territorial executive branch and judicial branch considered education to be a normal and natural right that all citizens of the Territory should seek.

Safford Becomes Involved in Education in Arizona

After his return from Washington, Safford began to take an active interest in the development of education in the Arizona Territory. On March 19, 1870, he received a personal order from Ivison, Blakeman, Taylor and Company of New York consisting of textbooks costing $374.38. At that time there was no authorized funding from the legislature to pay for these books nor was there any authorization by the legislature to pay the bill. It is possible to extrapolate that the governor paid for these books out of his own pocket, and, having read the accounts of Safford by Wasson, Bonillas and others, this interpretation would seem consistent. Regarding the 1870 textbook order McCrea mentions that Safford was responsible for this order and that he did ask for an appropriation for only the distribution of these books. There is no indication that Safford was reimbursed for the purchase of the books or for the distribution of them.[22] These books were, nevertheless, distributed throughout the Territory. A year later in 1871 Safford paid out of his own pocket the travel costs of M.H. Sherman from Vermont to travel to Prescott to be the teacher.[23]

S.C. Rogers and the Prescott Schools

By 1870, Prescott had already established a system of education with two full time teachers, Mr. D.D. Chris and Mr. S.C. Rogers. Rogers, in a letter to Governor Safford dated December 16, 1870, reported that both he and Mr. Chris had begun schools again that year. Rogers commenced his third term of instruction on January 10, 1870, and taught for five months with twenty-four enrolled pupils and an average attendance of fifteen. He comments that since 1869 these schools:

> ...have been poorly supported. Not more than fifty dollars per month has been raised by subscription to pay teachers salaries, furnishes furniture, fuel and for rent of school houses.[24]

Rogers said that since 1866 taxes had been collected specifically for school purposes; however, the supervisors applied it instead to other projects.

In his discussion of school books, Rogers mentioned that the first school books ordered were very unpopular and that the dealers made a great profit from the order. He said that the books he received later in 1870 were the McGuffey's spellers, charts and readers, Kay's Arithmetic, and Harvey's Grammar, with which he was apparently satisfied. He mentioned that at that time he has no penmanship books, geographies or dictionaries but would recommend the purchase of Webster's dictionaries, Mitchell's geographies and Spencerian penmanship. He went on to mention that the school's population had decreased somewhat with many families having moved to the vicinity of Phoenix and he felt that Phoenix should establish a school system. His report finishes with a statement that between the ages of five and twenty-one, there were eleven males and seventeen females living in Prescott. His total for both sexes in the Prescott and surrounding area under twenty-one years of age was 107.[25] Rogers finished his letter to Safford with the statement:

> ...I am thrown back to find fault with the powers that are because the impediments to the growth of our settlement are not more speedily removed, for until this is done our educational advantages must remain very much as they are now.[26]

This letter appears to be the first education report ever made in the Territory of Arizona to a territorial official.

In another letter written to A.P.K. Safford on November 8, 1870, Rogers discusses education in the Territory and what should be done. He said:

> There seems to be a persistent determination on the part of our supervisors and other officials to prevent the raising of a tax for school purposes.[27]

However, Rogers was not above politics when he said:

> ...it is just what we must expect from the party predominating in our Country. It is keeping with the Democratic party generally.[28]

At this time, the democratic party was identified with the south and from this brief comment from Rogers, one can sense his feelings of hostility The most significant part of the December 8th letter to the governor concerned suggestions for a comprehensive school law. These suggestions were to be acted upon in January, 1871, when Safford submitted his comprehensive school law to the Sixth Territorial Legislature. Rogers outlined for Safford the following:

> A short plain and comprehensive school law, providing for a school fund raised by taxation on every dollar's valuation in the territory, the justice of this needs no argument except with old line democrats. This tax may be small if the fund

> can be enlarged by fines for misdemeanors and there is no other legitimate use for such monies. In my opinion we ought not to multiply school officers beyond efficiency. Having no township surveys or defined lines it will be extremely difficult to so frame a law as to set off the jurisdiction of trustees, *but one Superintendent for the territory and one for each county is indispensible, and a provision for these trustees in each congressional township when the surveys are perfected will afford all the school officers necessary and even such trustees can very well be dispensed with untill (sic) the surveys are made.* (emphasis Bury)
>
> County supervisors should be compelled by law to raise the funds by taxation and to turn it over to special school officers outside of their board.[29]

S.C. Rogers not only helped instigate Territory-wide school legislation but to some degree was responsible in actually formulating such legislation.

Statistics: 1870

The 1870 census report for the Territory amounted to a total population of 19,797, with the Indians again excluded from the population count. This amounted to approximately one person to twelve square miles based on a territory of 113,000 square miles.[30] The population of the Territory was divided as follows: 4,339 Mexicans, 1,319 foreign, 3,849 born in the United States, and of

1,290 born in Arizona of Mexican parents. This was further broken down with 766 from the middle states, 679 from the South, 469 from the Old Northwest, 277 from New England, and 208 from the West. There were 1,621 school age children five to eighteen years of age with only 149 enrolled in a school in the Territory. Over 2,690 individuals over ten years of age could not read and 2,753 individuals over ten years of age could not write. Of the total population, 2,771 were females. The professions were represented as follows: two journalists, five teachers, seven clergy, twenty-one lawyers and twenty-two physicians. The Territory had an assessed valuation of $1,410,295 with the total estimated value of $3,440,791. The total debt of the counties was $10,500. The total money raised for taxes within the Territory and counties was $31,326.[31] McCrea said:

> Safford was mortified and humiliated by the results of the 1870 census. There were 1,923 children between the ages of six and twenty-one but not a single public school in the territory.[32]

Of the 149 students shown to be enrolled in the schools as part of this census, it should be pointed out that of this number 130 were girls enrolled at the Sisters of St. Joseph Academy in Tucson. This left only nineteen students enrolled in the remaining Territorial schools.[33]

The annual report of the Commissioner of Education made in 1870 reports the following on the status of Arizona's education:

> Arizona has never had any schools worth mentioning. Numerous attempts have failed to elicit any correspondence from either officials or private citizens respecting the existence or condition of any schools in that territory...Whether any schools have gone into operation under this law (1867), this Bureau, as before stated, cannot ascertain.[34]

Although public education was almost nonexistent in the Territory in 1870, there were two church affiliated schools getting underway.

Sisters of St. Joseph Academy

In the year 1870, the Catholic Church of the Arizona Territory under the leadership of Bishop J.P. Salpointe established a private school in Tucson. The school was started in Tucson because a "group of Spanish mothers...were worried about the association of their daughters with American children who had 'unaccountable bad manners'".[35] These mothers petitioned Bishop Salpointe and in 1870 the Order of the Sisters of St. Joseph opened the St. Joseph Academy for young ladies. This academy offered the most extensive curriculum program in the Territory at that time. On September 9, 1871, the Academy took out a full one half column advertisement in the Arizona Citizen of Tucson and in this advertisement they listed their course of instruction which included: Orthography, Reading, Writing, Grammar, Ancient and Modern Geography, the use of Globes, Composition, Sacred and Modern History, Astronomy, Mythology, Rhetoric, Botany, Intellectual and Natural Philosophy, Chemistry, Arithmetic, Algebra, Bookkeeping, French, Music on Piano Forte, Drawing and Painting in Oil, Water Color and Pastille, Plain and Ornamental Needle Work, Tapestry, Embroidery, Hair and Lace Work and the Making of Artificial Fruit and Flowers.

The academic year lasted ten months, starting in September and finishing in June with some of the students living at the Academy. The advertisement also stated that "strict attention is paid to the religious instruction of Catholic Children. Pupils of all denominations are admissible, and their religious opinions are not interfered with".[36] The initial charge for a five month term was $125 for board and tuition. In 1878 three sisters of the Tucson St. Joseph's Academy traveled to Prescott and opened the St. Joseph's Academy there.[37]

Pima Village Schools

On December 23, 1870, a Presbyterian missionary, Reverend Charles H. Cook, reached the Pima Agency on the Gila River and set about establishing educational programs for the Indians. By February 15, 1871, he had opened his first day school with pupils attending from three Pima villages which were located approximately two to three miles away with a few students coming from a Maricopa village approximately four miles away. His school was a large brush hut, and his major problem was the fact that within his school there were three different languages spoken: Maricopa, Pima and English. To help with this problem his wife then went to the Maricopa village to teach in another brush hut built by the Indians.[38]

Conclusion

This chapter has portrayed the educational situation that Governor Safford was faced with upon his arrival in the Arizona Territory. Although the picture was so bleak as to discourage most men from even making an attempt at improving the situation, Governor Safford dove in, brushed out the cobwebs, and repainted the entire scene in a matter of months.

FOOTNOTES

CHAPTER II

[1] Ellen Lloyd Trover (state ed.) Chronology and Documentary Handbook of the State of Arizona, (Dobbs Ferry, New York: Oceana Publications, Inc. 1972) p. 9. Douglas D. Martin, An Arizona Chronology - the Territorial Years 1846-1912 (Tucson: University of Arizona Press, 1963) (No pages given,) 1869.

[2] Weekly Arizona Miner, (Prescott), November 6, 1869, p. 3, col. 3.

[3] Men and Women of Arizona, Past and Present, (Pioneer Publishing Co., Phoenix, Tucson, 1940) p. 7.

[4] A.P.K. Safford, "Sketch of the Life of Gov. A.P.K. Safford" (MS in The Arizona Collection, Arizona State University, Tempe) p. 4.

[5] Ibid., p. 5.

[6] Ibid., p. 22.

[7] Men and Women, op. cit., p. 7.

[8] Men and Women, op. cit., p. 7.

[9] Safford, op. cit., pp. 41-42.

[10] Weekly Arizona Miner (Prescott) August 7, 1869.

[11] Bonillas Collection - Arizona Historical Society, Tucson.

[12] Howard R. Lamar, "Carpetbaggers Full of Dreams. A Functional View of the Arizona Pioneer Politicans," Arizona and the West, Vol. 7, No. 3, (Autumn 1965) p. 196.

[13] Arizona Weekly Miner (Prescott) August 6, 1870.

[14] John Wasson, "In Memory of A.P.K. Safford" (MS in The Arizona Collection, Arizona State University, Tempe) p. 3.

[15] Ibid., p. 2.

[16] Jay J. Wagoner, Arizona Territory 1863-1912 - A Political History (Tucson: University of Arizona Press 1970) p. 103.

[17] F.E. Williams "One Territorial Governor of Arizona" Arizona Historical Review, Vol. 7, No. 1, (January 1936) p. 71.

[18] Ibid., p. 71.

[19] Wasson, op. cit., p. 2.

[20] Lamar, op. cit., pp. 187-206.

[21] Stephen B. Weeks, History of Public School Education in Arizona, (Washington, D.C.: Government Printing Office, 1918, Department of Interior, Bureau of Education Bulletin, 1918, No. 17) p. 8.

[22] McCrea, op. cit., p. 84. Receipt from Ivison, Blakeman, Taylor & Co. March 19, 1870 (MS in State Archives, Phoenix, Arizona).

[23] McCrea, op. cit., p. 91.

[24] Based upon correspondence between S.C. Rogers and Gov. A.P.K. Safford, December 16, 1870, (MS in State Archives, Phoenix, Arizona), p. 2.

[25] Ibid., pp. 3-4.

[26] Ibid., p. 4.

[27] Rogers and Safford Correspondence, op. cit., December 8, 1870, p. 1.

[28] Ibid., pp. 1-2.

[29] Ibid., pp. 2-3.

[30] Weeks, op. cit., pp. 15. Trover, op. cit., p. 9.

[31] Samuel P. McCrea, "Establishment of the Arizona School System" Biennial Report, (Phoenix: Superintendent of Public Instruction 1908) p. 82.

[32] Wagoner, op. cit., p. 51.

[33] McCrea, op. cit., p. 83.

[34] Report of the Commissioner of Education for the Year 1870, (Washington: Government Printing Office 1870) p. 318.

[35] Wagoner, op. cit., p. 70.

[36] Arizona Citizen (Tucson) September 9, 1871.

[37] Courier (Prescott) May 27, 1966.

[38] James M. Barney, "When Schools Were First Established Among the Pimas and Maricopas" Sheriff, (September, 1953).

CHAPTER III

1871

THE BIRTHDATE OF ARIZONA'S EDUCATION

Introduction

Arizona's Sixth Legislature convened in January of 1871. Governor Safford decided that education must be given a top priority by the executive and legislative branch of the government. He had spent much of the year of 1870, following his return from Washington, encouraging the populace and elected officials of the Territory to enact legislation for broadening the educational system. S.C. Rogers, in December of 1870, can be credited for giving Safford a rudimentary outline. He would combine this with his experience in the State of Nevada to form new legislation.

Safford in his report to the U.S. Commissioner of Education in 1876 said:

> I at once, after assuming the duties of my office, began to agitate the subject. The first legislature convened in 1871. I prepared a school bill and presented it to the members as soon as they assembled.[1]

The Sixth Territorial Legislature

The Sixth Territorial Legislature convened in Tucson on January 11, 1871. On February 1, 1871, Governor Safford addressed the assembled solons. That part of his message concerning education is as follows:

> Next in importance to the Indian question, none will claim your attention over that of devising some plan for the education of the youth of our Territory. The recent census returns show a population of children, under the age of twenty-one and over six years, of 1,923, and the mortifying fact has to be admitted that we have not a public school in the Territory. There is and has been for some time a school in Prescott, under the management of S.C. Rogers, and much credit is due that gentleman for his zeal and efforts to encourage education. The Sisters of St. Joseph have recently established a school in Tucson for the education of females, and too much praise cannot be accorded them for leaving home and its surrounding comforts and coming to this remote Territory, to promote education. With limited means and in a strange land, they have overcome every obstacle, and in a few months established a school creditable to any country, and which is already attended by about one hundred and thirty pupils...But the object most desirable to attain is the adoption of a school system for free public schools, so that the poor and rich alike can share equal benefits. In a country like ours, where the power to govern is derived from the consent of the governed, it becomes a matter of vital importance and necessity, if we are to protect and make permanent

> our republican institutions, that the people shall be educated.[2]

Safford then gave a short history lesson on the benefits of education citing the rise of the Kingdom of Prussia due to its educational system and the Republic of Switzerland and its system of compulsory education. He stated that a government may reign by standing army or "through the intelligence and patriotism of the people."[3]

Safford gave, in his message, specific attention to the Mexican American citizens of the Territory:

> The people of these Territories have suddenly been transferred from another government to our own. Speaking a foreign tongue, we call upon them to adopt our customs and obey our laws. They are generally well-disposed, law-abiding citizens, and have but little means; they have, and will continue to have, an important influence in the governing power of the country, and it is essential that they should be educated in the language of the laws that govern them.[4]

Safford then made the following recommendations: (1) Part of the territorial revenues were to be set aside for school purposes and divided among the various counties in proportion to the number of children; and (2) the county board of supervisors should be required to divide their region into two or more school districts and levy a tax upon all county property sufficient to run a school for at least six months a year.[5]

The Governor mentioned the Indians' need for education, and stated that he recently had had a conversation with the chief of a tribe who expressed a strong desire for the children of his people to be schooled. Safford hoped that some help would soon be forthcoming.[6]

Safford had written a specific bill for education and in early February, 1871, had this bill introduced by the Honorable Estevan Ochoa, who was the most prominent Mexican-American and influential lawmaker in the Arizona Territory.[7]

Estevan Ochoa: The Mexican-American Father of Arizona Education

Estevan Ochoa should be given equal honor with A.P.K. Safford and S.C. Rogers in the creation and implementation of Arizona's first comprehensive education legislation. The three could be called the co-founders of Arizona education.

Ochoa was born in Chihuahua, Mexico, in 1831. His father was a rancher and a miner and his ancestors came with Cortez from Spain. His family was considered wealthy and Ochoa was brought up on a large Mexican estate. While still a boy, Ochoa traveled to Independence, Missouri, on his older brother's freight trains and became well acquainted with the Santa Fe Trail, the frontiersmen, and the Indians of the day. As a young man Ochoa established his first store in the little community of Mesilla, in Mexico, which is located on the main route between Tucson and Yuma. Within a short time, the store he established in this community was thriving, and he had opened branches as far away as Las Cruces, New Mexico. With the Gadsden Purchase of 1854, this community, as well as what was to become the southern part of Arizona, came under the jurisdiction of the United States. Ochoa went into partnership with a man named Tully and formed a freight company which carried supplies throughout Southern Arizona. This proved to be a most difficult task with the Apaches taking $18,500 in freight alone in the years 1868 and 1869. In 1868 Ochoa moved his firm to Tucson, continuing to haul freight to Yuma on the west, to Kansas City on the east, and to Sonora on the south. Hundreds of employees were required to handle the large government contracts that had been obtained.[8]

Having become a successful businessman, Ochoa diverted his attention to the development of the new Territory. As the elected representative from Tucson, and as a personal friend of Governor A.P.K. Safford, he introduced the 1871 comprehensive education legislation. He was continually involved in education as it developed in Tucson. When school funds ran low, Ochoa would help to pay the bills whether to finish a new building or to complete a teacher's salary. Ochoa's fortunes took a change on March 25, 1880, when the Southern Pacific Railroad reached Tucson and the freighting services of Tully, Ochoa and Company, were no longer in wide demand. It was Ochoa, however, who was instrumental in bringing the railroad to Southern Arizona, and he had acquired enough personal wealth to last him until he died in 1888 at the age of fifty-seven.[9]

The First Comprehensive School Law

The bill submitted by Estevan Ochoa received little initial support, but it eventually passed on the last day of the session, February 18, 1871. Most of the revenue provisions however, had been eliminated. It has been reported that this school law was patterned after the California Revised School Laws of 1866. Those who hold this assumption base it on the fact that Governor A.P.K. Safford had served in the California Legislature and was Chairman of the Committee on Education just previous to passage of this law. But an examination of Nevada and Arizona Educational legislation reveals more similiarities between those two. It would appear that Safford's experience in Nevada, where he was directly involved, was especially helpful in making the Arizona school laws.[10] The Nevada School Law had all of the general provisions for leadership in education, certification, and centralization that Safford was to institute in 1871 while Governor of the Arizona Territory. A study of the two school laws shows an almost word for word similarity. This included a Superintendent of Public Instruction who would appoint a County Superintendent to be Chairman of a County Board of Education and appoint three individuals to serve with him. The California county school boards consisted of an elected superintendent who appointed three teachers. In California state, county and city boards of examination could issue certificates to teachers, whereas in Arizona (1871) only the county board had this authority. Arizona's law of 1871 also has been compared and credited to that of the State of New York, yet there is not much similarity. It is true, however, that New York and Arizona did develop a highly centralized authority. Regardless where Safford found his model, from a particular state or individual, he should indeed be given credit of combining these ideas into an effective and necessary law.[11]

Governor Safford commented on the climate of opinion in the Legislature regarding the 1871 bill in a report to the U.S. Commissioner of Education dated five years later:

> Scarcely a member looked upon it with favor. They argued that the Apaches were overrunning the country; that through murder and robbery the people were in poverty and distress; that repeated attempts had been made to organize schools and that failure had always ensued. To these objections I replied that the American people could and ultimately would subdue the Apaches; that unless we educated the rising generation we should raise up a population no more capable of self-government than the Apaches themselves; and that the failure to establish schools had been the result of imperfect statutes during the entire session.[12]

The first comprehensive law was titled "To Establish Public Schools in the Territory of Arizona". It was composed of thirty-five sections listing specific provisions from the Territory level down to local districts. A tax of ten cents for each one hundred dollars of taxable property was to be collected and paid into the Territorial Treasury, and the County Board of Supervisors were to levy a county school tax of as much as fifty cents on each $100 assessed valuation, to be placed in a specially designated fund.

A Territorial Board of Education was required to meet twice annually to approve and manage the public school fund and to organize the public schools of the Territory.

The Governor of the Territory was made ex-officio

Superintendent of Public Instruction and was assigned specific responsibilities to fulfill this position. He was to apportion to the counties four times a year those taxes collected for education, based on the number of children between six and twenty-one years of age in the counties. He was to report to the Board of Education on the status of education in the Territory on the first day of January, and he was held responsible for establishing necessary forms and regulations to organize and govern the schools. He was also required to travel to each county in the Territory at least once a year for the purpose of visiting schools, county superintendents and addressing the public concerning education. For this service he was authorized $500 per year to pay for his travel. He was required to provide a budget showing the probable expenses in maintaining the schools of the Territory for the coming year and probable taxes that would be obtained. Each County Probate Judge was also the ex-officio County Superintendent of Public Instruction which gave the Territorial Superintendent additional power since, in his position as Governor, he appointed the County Probate Judges. Another provision that enhanced the power of the Territorial Superintendent was that he was given the right to:

> ...appoint three competent persons in each county within this Territory, who shall be and constitute a Board of Examiners; the County Superintendent to be one of said board, and ex-officio chairman thereof, for the purpose of examining applicants and granting certificates of qualification to teachers of public schools.[13]

This provision gave the Governor-Superintendent almost total authority over education in the Arizona Territory. He had the power to appoint the Treasurer of the Territory, who, with himself, made up two of the three members of the Territorial Board and, as mentioned, he appointed the Probate Judges of the counties who were ex-officio County Superintendents, and the County Board of Examiners.

The Territorial Treasurer was responsible for holding all public school monies in a special fund and paying only when a warrant was signed by the Auditor and the Superintendent of the Territory. The County Superintendents collected the tax monies and turned them over to the Territorial Treasurer. These monies were sometimes enhanced if a County Superintendent failed to make a report on time because the law stated:

> ...he shall forfeit, for the benefit of the county school fund, the sum of one hundred dollars from his official compensation...[14]

The County Superintendent of Public Schools was given authority to appropriate school monies based on the proportion of school children between the ages of six and twenty-one; however, the school had to be in operation at least three months in order to receive the apportionment, and they had to have certified teachers. It is interesting to note in comparison to the credit budgeting of today that "No such warrant shall be drawn in favor of any school district, unless there is cash in the treasury at the time to the credit of said school district."[15]

The County Superintendent was required to visit each school in the county once a year and make a full report to the Superintendent of Public Instruction by the fifteenth of December of each year.

Three Public School Trustees were elected for each school district in the Territory as of the first Monday of May, 1871, and these Trustees were to hold their office until the next general election. The Trustee's were:

> ...intrusted with the care and custody of all school property within said district, and they shall have power to convey by deed, duly executed and delivered, all the estate or interest of their district in any schoolhouse or site...[16]

These District Boards when constituted, were considered incorporated. Specific duties of the Trustees were to report the number of schools, grades, teachers, children, terms of school, teacher compensation, estimated value of school houses, and tax income. They were required to provide school houses by purchase or rent; to expell from school upon the advice of the teacher any pupil that did not follow orders and discipline; and to tax their local districts if Territory and county monies were insufficient to keep a school open for a minimum of three months of each year. The law stated the provisions for the rate of taxation and the methods of collection by the Board of Trustees.

Heads of ten families could petition a County Superintendent to organize a new school district, and the Supervisors of the county had the power to establish a district.

Another requirement that would be repeated throughout the early educational legislation of Arizona states:

> No books, tracts or papers of a sectarian or denominational character shall be used or introduced in any school established under the provisions of this act, nor shall sectarian or denominational doctrine be taught therein, nor shall any school whatever receive any of the public school funds which has not been taught in accordance with the provisions of this act.[17]

This provision along with other official and unofficial statements were, in a few short years, to cause a furor within the Territory concerning the relationship of church and state regarding the support of private schools with public funds.

A Separate Superintendent

The most important aspect of this law concerned the combining of the Superintendent of Public Instruction's office with that of the Governor. This would change in 1879 when Governor John Fremont, who was apparently unwilling to function in the position of Superintendent of Public Instruction, appointed a separate individual, Moses H. Sherman, to fill the office. The Legislature in that year provided for the office to be an elected one after 1880. However, this legislative act was contested by some as being without legality since the original law of 1871 gave the Governor the right to be Superintendent and the Governor retained his final authority from Federal Legislation. From 1880 to 1912 the precise status of the Office of State Superintendent was in doubt; however, for the first eight years of its existence the position had accrued sufficient powers to establish education in Arizona.[18] With the high degree of interest in education shown by Safford the combining of the two offices was an effective way to implement education in the Territory during a difficult and chaotic time. The School Law of 1871 placed Arizona as a leader throughout the United States in its centralization of authority in education. The act was approved February 18, 1871, by the Legislature and was to take effect immediately.[19] This school law became the basis for all of the future Territorial school laws until 1912.

It is of specific interest that the Governor, by being the ex-officio Superintendent of Public Instruction, did not receive additional salary, except travel expenses, for his added responsibilities. It is possible that the legislature curtailed Safford's power by not providing compensation for the second position.[20]

As soon as the Sixth Legislative Assembly of 1871 was terminated in March, Governor A.P.K. Safford left on an education tour. In spite of the continuing Apache war and the isolated population, he visited every part of the Territory during this trip to encourage the establishment of public schools. In spite of all the above difficulties the Governor usually traveled alone in his buckboard.[21]

CHAPTER III

FOOTNOTES

[1] Douglas D. Martin, *An Arizona Chronology - The Territorial Years 1846-1912* (Tucson: University of Arizona Press, 1963)(No page number given) 1871. Stephen B. Weeks, *History of Public School Education in Arizona*, (Washington, D.C.: Government Printing Office, 1918, Department of Interior, Bureau of Education Bulletin, 1918, No. 17) p. 19.

[2] "Governor's Message" *Journals of the Territory of Arizona*, (January 14, 1871) pp. 43-44.

[3] *Ibid.*, p. 44.

[4] *Ibid.*, p. 45.

[5] Weeks, *op. cit.*, pp. 19-20.

[6] *Journals*, *op. cit.*, pp. 42-43.

[7] Samuel P. McCrea, "Establishment of the Arizona School System" *Biennial Report* (Phoenix: Superintendent of Public Instruction 1908) p. 84.

[8] Elizabeth Albrecht, "Estevan Ochoa: Mexican-American Businessman" *Arizoniana*, Vol. 4, (1963), pp. 35-38.

[9] *Ibid.*, pp. 37-40.

[10] McCrea, *op. cit.*, p. 84. Alburn Martin Gustafson, "A History of Teacher Certification in Arizona" (unpublished Doctor's dissertation, University of Arizona, 1955) pp. 31-32, 40.

[11] Gustafson, *op. cit.*, pp. 39, 33, 247. McCrea, *op. cit.*, p. 84.

[12] Weeks, *op. cit.*, p. 20. *Report of the Commissioner of Education for the Year 1876*, (Washington: Government Printing Office, 1871) p. 432.

[13] *Laws of Arizona 1871*, (February 18, 1871) p.71-78.

[14] *Ibid.*, p. 71.

[15] *Ibid.*, p. 72.

[16] *Ibid.*, p. 74.

[17] *Ibid.*, p. 78.

[18] *Ibid.*, pp. 68-69, 88-89. Weeks, *op. cit.*, pp. 20-22. McCrea, *op. cit.*, p. 84. Jay J. Wagoner, *Arizona Territory 1863-1912, A Political History*, (Tucson: The University of Arizona Press, 1970) p. 106.

[19] Weeks, *op. cit.*, p. 20.

[20] Frank C. Lockwood, *Arizona Character*, (Los Angeles: The Times - Mirror Press, 1928) p. 122.

[21] Wagoner, *op. cit.*, p. 107.

CHAPTER IV

THE BEGINNINGS OF MODERN PUBLIC EDUCATION

Introduction

The years 1871-1874 saw public education become a reality in the Arizona Territory. Several schools were opened, teachers were hired, and buildings and supplies were purchased. Along with Governor Safford, many other individuals played an influential role in the first public schools.

John A. Spring

The city of Tucson is credited with opening the first school under the new educational act of 1871 supported by district, county, and territorial tax monies and having a properly certified teacher. In March of 1871, following the Sixth Legislative Session, a Board of Trustees was formed. It invited John A. Spring, then living in Florence, to teach. He immediately left for Tucson and passed an examination given by the Board.[1]

John A. Spring was born in Switzerland in 1845. He arrived in New York in 1864 and enlisted in the Union Army in the later stages of the Civil War. Spring was still a member of the U.S. Army when he arrived in Arizona as part of the California Volunteers in 1866. He served in the Tucson and Tubac areas until his discharge in 1868. Spring, in January of 1870, became a naturalized citizen and in June of that year married Manuela Molina. In 1871 he opened the public school for boys in Tucson.[2] The school was an oblong adobe building situated on the northwest corner of Meyer and McCormick Streets. This building contained one long room with a dirt floor. A number of school books were provided to be sold to the pupils at the original wholesale cost, or supplied, without cost, to children of indigent parents.[3]

In a speech before a Territorial Teachers Institute on December 31, 1897, Spring described his teaching experience in Tucson:

> I think this day was the second Monday in the month of March, 1871. On the first day nearly 100 boys were enrolled and on the closing of the lists on the third day the names enrolled numbered 138. Of all of these boys, of whom a few showed already a forthcoming beard, while others could barely manage to climb upon the benches, not one could express himself intelligently in the English language; about five or six understood sufficient English to know what to do when asked...I, therefore, explained everything in Spanish, the boys' mother's tongue, so that every sentence that was translated or read or spoken in English was immediately conveyed to their intellect in a

> comprehensible manner. The school was taught from 9 a.m. to 12m (sic) and from 1 p.m. to 4 p.m...Upon opening the school in the morning, one hour was devoted to penmanship... Governor Safford had kindly presented to the school two dozen Ollendorff's grammar for the use of the boys who could read Spanish fluently and write without difficulty. To those boys whom I formed into a class I would, after they had written a page in their copy books, read and thoroughly explain a lesson in Ollendorff and show them how to translate the Spanish exercises properly into English which they immediately did in writing...The Ollendorff class soon became very proficient and fairly doted on the little stories in the first and second readers,... The afternoon was generally devoted to figures, and twice a week I gave all the boys a drawing lesson which all of them considered a perfect treat.[4]

In discussing discipline, Spring said the greatest part of the boys had never learned to submit themselves to any restrictions whatsoever, and yet since the entire school was in one room, it was absolutely necessary that rigid discipline be enforced. Spring felt that to spare the rod under those circumstances would not only have spoiled the child but probably something else more nearly connected with the teacher. At first many of the boys played truant, but Spring informed the parents whenever he could and attendance became much more regular, amounting to about 78 percent of the enrollment.[5] Spring finished his speech by stating:

> In conclusion I beg to say that all my hard work was made lighter and all my efforts were made more efficient by the constant kind help and advice of Governor A.P.K. Safford, whose memory this and all future generations should forever revere as the father of our public schools.[6]

In view of John Spring's enrollment of 138 boys it is understandable that he resigned his position after the Board of Trustees refused his request for an assistant. However, he continued to work with students privately and tutored students having trouble in school.[7]

Under the school legislation of 1871 taxes for the first half of 1871 were collected by the Territorial Treasurer, Mr. John B. Allen. It was Allen who had been so instrumental in earlier education in Tucson and the 1868 school legislation. He reported officially that for the first half of that year $519.92 had been collected for the purpose of education and would be divided among the counties.[8]

Phoenix Gets Its First School

Phoenix had wanted a public school since 1870. S.C. Rogers had supported the establishment of one in Phoenix due to the migration of many pioneers from the Prescott area to Phoenix. Phoenix had been established as a corporate community in 1870 and on August 27, 1870, the Arizona Weekly Miner of Prescott published the following request:

> The citizens are anxious for a school and intend to have one as soon as possible, both for their own convenience and as a strong inducement for outside families.[9]

Population was still sparse in the Arizona Territory and school was an important drawing card to encourage additional immigration. The residents of Phoenix organized a school district, and on September 5, 1871, school was held for the first time in Phoenix. The first class was held in the Maricopa County Courthouse, a long adobe building on what is now First Avenue south of Washington Street, which was known as the Hancock-Monihon Building. The teacher, Jean Rudolph Darroche, was hired at a salary of $100 per month. This salary was considered very generous for the time and was much higher than salaries would be for many years after.[10]

John T. Alsap was appointed by the Governor to be Probate Judge of the newly created Maricopa County on February 21, and as such he became the Superintendent of Public Schools for Maricopa County. He was sworn into the position on the 28th of February, 1871. The Maricopa County census of 1871 indicated that 103 children of school age lived in the community.

The Maricopa County School District was officially created by the County Board of Supervisors on May 15, 1871. On July 26, 1871, the Board of Supervisors levied the first educational tax on the property of Maricopa County citizens. This tax amounted to $2 per $100 assessed valuation, of which twenty-five cents was for school purposes. This county tax was apparently collected with great difficulty; however, on December 23, 1871, the first county warrant was drawn to pay the salary of Darroche for his first month of service. The school opened the year of 1872 with a total tax revenue of $119.68, and Darroche taught twenty-one students.[11]

Superintendent Alsap discussed the local situation by letter with Governor A.P.K. Safford, stating on October 28, 1871, that:

> ...I made application for the room used as a court room in the building used for public offices and rented by the County...We have examined a gentleman to day (sic) who has applied for the situation of School Teacher and pronounced him qualified and I suppose a school will be commenced in two or three weeks. There are but few of the Books ordered by the Board in this region but we will get them as soon as possible and introduce them at once into use. By the by how are those books to be furnished, Who is to procure them. There is no provision in the law for that matter. I am hardly able to pay for them myself and I do not exactly understand how to proceed.

> Your Board of Education did not prescribe rules and regulations for examining teachers as required by Sec. 30 of the School law. In our examination we tried him in all the branches for which you designated textbooks. Hoping that what has been done will meet with approval.[12]

On December 4, 1871, Alsap forwarded his first official report to the Superintendent of Public Instruction. He said, that Mr. Darroche had made application to the Board of Examiners and passed his examination. Subsequently he was employed as a teacher and on Monday, November 27, 1871, school began in Maricopa County. Near the end of his report Alsap revealed that he had received $97.52 from the Territorial School Tax and $243.68 from the County School Tax, making a total of $341.20 with which to open the school.[13]

A School for Arizona City

The next Territorial school to be organized was located in Arizona City, later to be known as Yuma. A report was sent to Superintendent Safford, dated November 21, 1871, and signed by the Chairman of the Board of Supervisors, a certain Mr. Martin. Martin was writing in response to a letter written earlier by Safford in which it appears that the Superintendent had encouraged Martin to start a school in Arizona City. Martin explained that his delay was due to:

> ...ignorance of the law and its requirements...We trust to be able to open a school here on Jany (sic) 1st, and your suggestion in regard to books will be attended to.[14]

The Territorial Board of Education

The first published record of the proceedings of the Territorial Board of Education which met on October 16, 1871, appeared in The Citizen of Tucson, five days later. In attendance at this meeting were John B. Allen and A.P.K. Safford. The following resolutions were adopted by the board: (1) The County Board of Supervisors would comply with "An Act to Establish Public Schools" and establish and record boundaries for school districts in their counties; (2) The school superintendents of the counties were required to take a census of school children immediately in their districts and forward the figures to the Superintendent of Public Instruction; (3) County Superintendents and Trustees of the districts must take all necessary measures to organize school districts and open schools for pupils by the first day of January 1, 1872, as required by the new law; and (4) Textbooks were to be adopted by the Board and were to be used in all Territorial schools. The report stated:

> That the text books to be used in the schools of the Territory of Arizona shall be the same as adopted by the Board of Education and in use in the State of California.[15]

On December 31, 1871, John B. Allen, acting as Treasurer of the Territorial Board of Education, submitted a report concerning the school funds received to that date:

COUNTY REPORTS 1871

County	Tax Receipts	School-Age Children	Taxes Appropriated at $1.15 per child
Pima	$739.40	603	$695.23
Yuma	$421.50	364	$419.66
Yavapai	$305.65	211	$243.28
Maricopa	00	94	$108.38

Source: Based on correspondence between Gov. A.P.K. Safford and John B. Allen. December 31, 1871 (MS in State Archives, Phoenix, Arizona)

A variety of problems prevailed with the new schools and perhaps the best view of the situation is through the correspondence between County Probate Judge and County Superintendent J.T. Alsap and Superintendent

Safford throughout 1872.

In Alsap's letter to Safford on February 19, 1872, he comments:

> As to the money if you have to pay it out of your own pocket - don't do it. But I do not see why you should not take it from the next money before dividing it.[16]

This possibly regards the concern over textbooks mentioned in a previous letter by Alsap, and it also indicates the desire to make current purchases by means of taking credit on a future budget. This would later become the practice of local school districts. Alsap finished the letter by saying the school with twenty-five students would probably close April first due to lack of funds.[17]

One day later, on February 20, 1872, Alsap again wrote Safford:

> Yours of 14th inst. is just received and I was very much surprised at its content as I had never heard it even hinted that you had taken any money from the School Fund or any other money wrongfully.[18]

It would appear that the Governor in his capacity of Superintendent had been accused by an individual or individuals of misappropriating or misusing school funds. This is the only comment ever made regarding this situation, and it should be noted that it was never brought up in any newspaper during Safford's eight year tenure as

Governor-Superintendent.

In this same letter Alsap refers to another incident concerning school funds when he says:

> I sometime ago wrote to you in relation to the apportionment and in it used some language about the Ter. Treasurer that perhaps was not exactly right. It made me a little "hot" to have our County reported as holding back the School Money and it was by my advice the Co. Treasurer did retain it until the apportionment was made...[19]

In spite of successful implementation of the new school law, with schools opening throughout the Territory in 1871 and 1872, it would seem that the school officials had difficulties beyond that of obtaining funds, obtaining teachers, and opening schools. From the very start they had to explain their official position in regard to their decisions, particularly concerning the school funds.

On March 25, 1872, Superintendent Alsap submitted an official report of the public schools in Maricopa County:

> A Term of School was Commenced in School District No. 1 (Phoenix) in this County on Monday January 1st 1872 and ended on Friday March 22, 1872 being sixty days or three months school...I find the average attendance of scholars during the terms was twenty-five (25)...I attended on the last day of the term and was much pleased at the evident improvement of the scholars.

> Having exhausted the public money,
> a subscription was started and
> the necessary amount for a continuance
> of the school for another term was
> promptly raised and the school will
> open again on next Monday.[20]

Under Alsap's direction and with Safford's encouragement the people of Phoenix during the year 1872 took the initiative to develop a second school district. It was the first county to establish two districts in the same community.[21]

On June 25, 1872, Alsap again wrote an intriguing letter in response to a letter from Safford. Alsap said:

> By today's mail I received two
> letters from (you) one in relation to
> school books and one in regard to
> the danger to be apprehended from
> Mexicans...As to the Mexican
> difficulties I scarcely know what
> to say. I have tried to find out
> something about it but cannot for
> certain. For myself I do not
> apprehend any danger but I cannot
> say there is none...I am glad the
> military have been notified by
> you (and required) to hold themselves
> in readiness...The scheme
> of attacking and raiding of this
> settlement by any ordinary
> Company of Mexicans looks to me
> so absurd that I can hardly believe
> it possible.[22]

There are no newspaper accounts at this time of a possible Mexican raid or difficulties with the Mexicans. However, it may be that this is the beginning of what was to become an attack against the Mexicans and specifically against the Catholic Church concerning education in the Territory.

Alsap wrote again on August 24 and said:

> The number of schools in this county is 2 both taught by male teachers. Each Teacher received $100 per month. One of the schools (in 1st District) was kept regularly for five and one-half months --- the other for three months. Both will commence again as soon as the weather cools...
>
> I think we will have money enough to keep the school going most of the coming year. We will collect about $800 from county tax and I suppose about $200 more from Territory and then by a small subscription and the building of the School House by voluntary subscription we will get along very well.[23]

The Tucson Citizen, ran a full column article on March 2, 1872, entitled "Free Public Schools" which surveyed educational progress during the first year of the comprehensive school law. The article relates that the County Superintendent of Mojave County was unable to organize a school and that:

> The Governor is now on his way to Mohave, and ere long we hope to announce the opening of a free school there, thus fairly applying the law to every country in one or more localities thereof.[24]

When County Superintendents had difficulties, Safford was more than willing to travel to these communities to help. The Arizona Citizen, on October 26, 1872, commented on the visits of the Superintendent to the settlements of Phoenix, Wickenburg, Prescott, Walapai, Hardyville, Ehrenburg, and Arizona City. The article states that:

> The Governor has made the establishment of free public schools in Arizona a prominent object, and he now brings gratifying reports of progress from all parts. He is zealous in many directions for the Territory's benefit, but we think the especial gratitude of the people is due him for his untiring and successful labors to build up free schools.[25]

In April of 1872 Mary Elizabeth Post arrived at Ehrenburg and opened the community's first school. She was the first American immigrant in a town where everyone else spoke Spanish. She therefore set herself the task of learning Spanish and then taught her children first in Spanish and then in English. Post continued to teach for forty years and was the first recipient of the new teacher retirement benefits after Arizona became a state.[26]

Public education was no longer an unfulfilled desire in the Arizona Territory. Teachers, buildings, students and administrators were in action, making it possible for A.P.K. Safford to write to John Eaton, Jr., Commissioner of Education, Washington, D.C. on July 8, 1873:

> The free-school system has been successfully inaugurated throughout the Territory, and a free school has been put in operation during the present year in every school district where there was a sufficient number of children, and have been or will be in all cases continued three months, in most of the districts six months, and in some nine months.
>
> The larger portion of the children are of Mexican birth, and but few of them can speak the English language. They have been taught altogether in English, and their progress has been all that could be desired. Our funds have been limited, but every dollar has been used to pay the salary of teachers. Neither myself nor any officer charged with executing the law has charged or received anything for services.[27]

On August 12, 1872, John B. Allen, Territorial Treasurer and Treasurer of the Board of Education submitted to Superintendent Safford a report of school funds received. It covered the first two quarters of the year and showed total receipts of $563.76 for the counties of Maricopa, Pima, Yavapai and Yuma.[28]

First Official School Reports

Near the end of 1872 Safford received the first official school reports from four County Superintendents. There was little uniformity among the documents, some being very [illegible]ef while others included many details. The following graph illustrates the basic information received:

OFFICIAL COUNTY REPORTS - 1872

County	County Supt.	County Tax Levied	Expend.	Tchr. Slry.	Term in Mos.	ADA
Yavapai	Fluery	$1086	$748	$381 (Total for Term)	--	--
Mojave	Blakely (Clerk)	—	—	$80/mo	3	13
Yuma	Bidwell	$2351	$1716 ($3.75) (child)	$275/mo (3 tchrs)	3 1/2	64.6 (Az. City)
Pima	Hughes	$2544	$1390	$325/mo (3 tchrs)	4	(Tucson) 72 (Gila) 31

Source:

1) Report of the Superintendent of Public Schools for Yavapai County 1871-1872 (MS at State Archives, Phoenix, Arizona)

2) Report of the Board of Trustees of Public Schools for Mojave County 1871-1872, (MS at State Archives, Phoenix, Arizona)

3) Report of the Superintendent of Public Schools for Yuma County 1871-1872 (MS at State Archives, Phoenix, Arizona)

4) Annual Report of the County Superintendent of Public Schools for Pima County for the Year 1872 (MS at State Archives, Phoenix, Arizona)

Bidwell wrote that School District No. 1 had a very nice schoolhouse which had been purchased from funds raised by private subscription. Bidwell said:

> We have been unable to establish a uniform system of school books the people being too poor to purchase them and not thought it advisable to purchase same out of public monies. The progress of the pupils in each school was by far beyond the expectation of Teachers, Trustees and myself. I visited each school several times during the term and was much gratified at the advancement made by them...After consultation with the Trustees we determined to employ teachers who spoke the English language only believing the pupils would much sooner acquire a knowledge of the English language under the tuition of such teachers.[29]

Bidwell made recommendations for new school legislation which would increase the tax of ten cents to twenty-five cents per $100. He also recommended that the County Superintendents have their salaries increased.[30]

County Superintendent Hughes included in his report a description of the St. Joseph's Academy which opened in June of 1870 and showed an enrollment by December, 1872, of 230 children, with an average daily attendance of 112. Sixty pupils had attended continuously for the two years of the school's existence.

Hughes also said that the teachers' compensation was very small compared to:

> The good they have accomplished in our midst...

> Our whole community owes a deep debt of gratitude to the Sisters of St. Joseph's Academy...[31]

Superintendent Hughes finished by stating that all of the districts within the county needed school buildings to accommodate the approximately 600 pupils.

Safford's First Official Report as Superintendent

On December 31, 1872, A.P.K. Safford, acting as Superintendent of Public Instruction, presented his first official document as required by law. He gave an account of the funds received and expended for education in the Territory. The total amount received from all the counties was $7,653.81 of which $5,165.46 was expended for the sake of education. This left a balance of $2,488.35. He reported the school census of 1871 to be 1,323 children between the ages of six and twenty-one. In 1872 the school census was reported to be 2,698 children between the ages of six and twenty-one. The daily average attendance of the public schools in all five counties was 275 with average daily attendance for private schools of the Territory of 100. He stated that the public schools of the Territory had employed eight teachers, five males and three females. The males received salaries of $80 to $125 per month and the females from $80 to $100 per month.

In the area of curriculum and instruction Safford commented that none of the schools as yet had been graded. The courses taught were limited to reading, writing, orthography, geography, grammar, arithmetic, history, and occasionally Latin and algebra.

Superintendent Safford included a specific report from the Pima villages which had been submitted by Reverend Cook. This report stated that the Pima schools had an average daily attendance of thirty-five during 1871 and sixty-four for 1872. This was approximately sixty percent of the total enrollment. The report said:

> Concerning their advancement I would say that Indian children, like others differ as to their aptness for acquiring an education. Some learn rapidly, others slow, all can learn. Some have met our expectation; among those that have not, irregular attendance has been the main cause. The interest manifested appears to be as good as at first. We feel encouraged but believe however that more labor and patience is requisite than among white children.[32]

Safford solicited statements not only from the County Superintendents who were required to do so but also from such individuals as Reverend Cook and R.A. Wilbur, U.S. Indian Agent to the Papagos, who reported that they were in the progress of beginning a school.

Safford discussed textbooks for the Territory and said:

> ...by leaving the choice to the Superintendents, the series most familiar to the teachers in each county could be selected, which would undoubtedly enhance their utility. While the whole territory is compelled to purchase from the same publisher, we are prevented from taking any advantage in the competition in trade, or the additional advantage of any improvement that may be made in books.[33]

It would seem that Safford was interested in relegating the selection of textbooks to the County Superintendents who would have a better understanding of the needs of their respective school districts. This would continue to be a matter of contention among the Territorial Superintendent, the Territorial Board, and the counties and districts for the next 102 years.

Safford finished his report with the following comment:

> It now requires no argument to impress the necessity of keeping up the institution. The schools and the boys and girls now being raised to a life of usefulness through their agency, can be seen and form a more eloquent appeal for the fostering care of the Territory than any language I can use. I have since my appointment visited every School district in the territory and most of them several times. I have of the people in each of the districts; and if we have not done all we could wish to advance education, it has not been for want of sympathy or

> assistance so far as the people's
> means would allow.[34]

As of the day of this report, December 31, 1872, it can be accurately said that public education had been established throughout the Arizona Territory in all of the major communities of the five counties. During its first complete year in existence the Office of Superintendent of Public Instruction for the Arizona Territory had perhaps enjoyed a greater influence, authority, and power than it would ever have again in the history of Arizona education. Safford continued to utilize this power and authority during the period of his tenure in office.

"Superintendent" Safford and the Seventh Legislative Assembly

On January 6, 1873, the Seventh Territorial Legislature was convened by Governor A.P.K. Safford in Tucson.

The Governor, in his message to the Assembly, stressed education and listed it as his first priority. He requested that the Territory support free schools in every school district and that they be open for a minimum of three months every year. McCrea described the climate of opinion as follows:

> Best of all, the people had been won over, and when the Legislative Assembly convened in 1873 the sentiment for schools had grown so strong that the members came generally instructed to do everything in their power to strengthen the school system. The Governor was ready to take advantage of the situation, and his second message presented a series of recommendations with his annual (sic) clearness and force.[35]

Safford commented on the need for books, teachers, and school houses. Since there was a surplus in the Territorial treasury of $17,620.37, Safford recommended that $5,000 be divided equally among the several counties of the Territory to be expended for the erection, furnishing, or improving of school houses. He stipulated that before any district received such monies, the inhabitants should raise double the amount proposed to be apportioned. Safford recommended establishing a uniform rate of taxation for school purposes in the several counties, and he encouraged the Assembly to revise the school law which he felt was ambiguous and conflicting in many of its provisions.[36]

In reaction the Territorial Legislature initiated school legislation which provided for a Territorial tax of twenty-five cents for each $100 assessed in property valuation and for a uniform county tax of an equal amount. At the same time they repealed all sections of the earlier law apportioning school money according to attendance, and thus, eliminated the incentive to build up enrollment, and consequently, attendance. The $5,000 was divided equally among the five counties, but a request for a second $5,000 to go into the educational fund was denied. A general appropriation of $1,500 was divided equally among the five counties, and an additional $300 to be given to the Sisters of St. Joseph was also appropriated. However, this last appropriation was contested as being illegal. The County Superintendents-Probate Judges were given a salary of $100 and required in return to visit the schools. They were also given the authority to select the textbooks for their county which was a change from allowing the Territorial Board and Superintendent to select the textbooks for their county. Safford's request for compulsory school attendance was not acted upon. The assembly did again request that the U.S. Congress give them the right to sell common school land and the right to sell the Morrill Land Grant lands for school money. The bill eliminated the $500 travel allowance per year of the Superintendent and stated that:

> All the powers and duties of the Superintendent of Public Instruction are hereby conferred on the Governor of the Territory who shall perform the same without compensation.[37]

The legislature dealt more specifically with the functions of the Office of Superintendent of Public Instruction. In Sections 3, 4, 5, and 6 it prescribed the following duties and responsibilities for this office:

(1) To supervise the Territorial Board of Education;

(2) To apportion all money to the counties twice a year;

(3) To prescribe suitable forms and regulations for the making of all reports;

(4) To prepare forms for school registration and to visit all the counties of the Territory at least once a year and in doing so specifically visit schools, superintendents, and generally address the public.[38]

By eliminating travel compensation, the right of textbook selection, and prescribing at the same time secretarial and bookkeeping duties it is possible to say that this is the first of many attempts to strip the Office of Superintendent of Public Instruction of its centralized power or influence over the school districts of the Territory. This attempt could be related to the anti-Governor, i.e. anti-Federal Government group in the Assembly and the general and historical anti-intellectual position of the Assembly. In spite of this, Governor Safford appeared to continue in his dedication to the support of present schools, to open new schools, and to solicit teachers for the Arizona Territory.

Safford's Travels

Following the Legislative Assembly in 1863 the Governor again traveled throughout the Territory and actively encouraged teachers to come here to teach. This continued interest can be illustrated by the hiring of Moses Hazeltine Sherman to be principal-teacher at Prescott. Sherman who was then living in Vermont was a graduate of New York Normal School at Oswego. It is thought that he was the first professionally-trained teacher to come into the Territory with a normal school degree and teach. It is further believed that Safford not only hired Sherman but was responsible for paying Sherman's moving and settling costs out of his own pocket. Sherman is lauded by the educators of the time for developing the first graded school in Arizona. Gradation of students was considered during this period to be a most advanced of education practices. Sherman went about immediately soliciting subscriptions to build a new, two story, brick school. This school was the second new school to be built in the Territory and was the most costly, $17,000. It was capable of housing 200 students. However, the building of this school required the citizens of Prescott to go to the Territorial Legislature and be the first of many to ask for special authorization to issue bonds to pay the overcost of the building.[39]

Safford continued to solicit teachers for the Arizona Territory. He was responsible for hiring Miss Maria Wakefield and Miss Harriet Bolton, both of California, to come to Tucson to teach seventy-five boys and girls in a two room school. On October 3, 1873, he wrote Miss Wakefield saying:

> ...I think you better start as soon as possible after the 25th Inst. as the Apaches are heading toward the eastern part of the Territory and cannot get to the western side before this time; also the moon is full.
>
> Bring the best lady teacher you can secure to take charge of the girl's room.[40]

On December 13, 1873, The Arizona Sentinel in a full column article on education, said of Safford:

> He visited repeatedly, all the towns and settlements in our wide-spread Territory, where his voice was heard earnestly and eloquently advocating the claims of every child to an education. He drafted the school laws, and urged them upon the consideration of our legislators, until they were passed; and he makes pilgrimages to all the schools, and encourages both teachers and pupils by his presence and by his voice, until the children of Arizona have learned to know Gov. Safford as their friend. This is glory enough for one man.[41]

The Governor continued to travel throughout the

Territory as recorded by the newspapers of the time. The Citizen of Tucson reported on April 26, 1873, that the Governor and Colonel Hugus (sic) "...visited the public schools in Tucson on Thursday."[42] The Weekly Arizona Miner in Prescott reported on May 3, 1873, of his "having traveled extensively upon the inevitable buckboard, in the saddle and on foot, from village to village..."[43]

On July 26, 1873, The Weekly Arizona Miner, printed an article that had originally been issued from The Tucson Citizen, quoting Safford as saying that Pima County had four organized school districts with 751 children between the ages of six and twenty-one and that Maricopa County had 302 children with ninety-eight who could read and write. In the same paper the Territorial Treasurer reported as of June 30 of that year, each county in the Territory had been paid $1,000 from the school fund.[44]

The Arizona Citizen, on August ninth reported the Governor to be in Prescott where he was to remain for a week and then travel on to Mojave, Yuma and Maricopa counties:

> ...He has the confidence and respect of two-thirds of the people of this Territory, in whose behalf he has done good service, by championing their side of the Indian question, by assisting in funding and nursing our excellent

> public school system, by not having an insane desire to go to Congress...
>
> Governor Safford expects to be at Wickenberg on or about the 15th, and will take the stage for Ehrenburg, a steamer thence to Yuma and then stage to Tucson. He had already made a pretty thorough visit of the Yavapai and Mojave settlements and schools.[45]

Report to the Commissioner of Education 1873

Governor Safford in his capacity as Superintendent of Public Instruction at the end of 1873 published his Annual Superintendent's Report which he also submitted to the Commissioner of Education in Washington, D.C. He provided a total of all the county figures and showed the total receipts for education in the Territory to be $13,832.53. The total expenditures amounted to $11,060.12. He related the developments of education in each county as depicted on the following graph:

SUPERINTENDENT'S REPORT 1873

	Schools in Operation	Attendance	Length of Term	Teacher Salary
Pima	Safford Florence Tucson	110	--	--
Yavapai	Prescott	45	3 mos.	--
Yuma	Ehrenberg	100	3 mos 9 mos.	$100/mo.
Maricopa	District 1 District 2	60	--	$100/mo.
Mojave	Cerbat	14	6 mos.	$100/mo.

Source: Report of the Commissioner of Education 1873, (Washington: Government Printing Office, 1875)

Safford commented on the recent legislation as follows:

> The census shows that many children do not attend school, but an increase in attendance is gradual and equal to reasonable expectations. To the end that children of every religious faith may consistently attend these schools, the legislature wisely prohibited the use of sectarian books and religious teaching in them. Therein children of parents of any and every faith can meet in harmony and upon an equality in all respects...The funds which maintain the grand free schools are drawn from people of every

> creed, and it is but just that all shall be equally benefited,... Religious instruction particularly belongs to the family-circle and church. The most cruel and bloody wars recorded in the pages of history show that they were the offspring of the intolerance of religious sects. Bigotry has brought untold thousands of innocent men and women to torture and death.[46]

Two years later in 1875, the problem of bigotry became the most central and heated issue of Arizona education. Safford went on to say in his message:

> We have, after considerable delay, secured the services of experienced teachers from the older States. Our schools are now all supplied and in operation, and we shall have sufficient revenue from taxation to keep them open the larger part of each year. The average price paid teachers is $100. They are mostly females. I prefer them for several reasons; first, they usually have better faculty and more patience to teach children in their primary studies; secondly, they are not so liable to become dissatisfied with their occupation and change to other duties which they consider more profitable; thirdly, I desire their influence to give tone to the morals of the community.[47]

In regard to textbooks it would seem that Safford had chosen to ignore the 1873 law and instead to follow the one of 1871. He remarked that:

> The school-law provides that the territorial board of education shall prescribe a uniform series

> of text-books. In pursuance of this provision, the series in use in California was adopted.[48]

Safford finished his annual report by discussing the school among the Indians. He described the work of Reverend Cook begun in 1871 with the Pimas and stated that the average attendance of Pima children was sixty-four, approximately sixty percent of the number enrolled, and that the teachers of the Pimas had been greatly encouraged by their progress.[49]

The United States Commissioner of Education for the first time in the year 1873 included the Arizona Territory in his "Statistics of School System of the State and Territories."

1874: A Peaceful Year

The year 1874 marked the end of ten years of Indian warfare. General George Cook had placed the Apaches on the White Mountain Reservation. Miners were prospecting for precious metals throughout the Territory, and herds of cattle and sheep were moving in from Texas, New Mexico, and California. A military telegraph had finally reached Maricopa Wells near Phoenix coming from San Diego via Yuma. This telegraph also had branches extending to Prescott and Tucson. A second newspaper had been established in Tucson and also in Prescott. The total number of cattle in the Arizona Territory had risen to 320,000 with value of $4,484,000. A survey of education indicated that a school house had been erected in Phoenix and that a new school district had been created in the southern part of the community. Florence had a new school house, and Cerbat was able to continue its program for six months of the school year. Tucson had two schools with an average attendance of seventy-five. Prescott had built a new school house at a cost of $20,000. Also, that year Governor A.P.K. Safford was commissioned by the legislature to write "The Territory of Arizona, A Brief History and Summary." In this thirty-eight page booklet Safford discussed physical, social, and cultural aspects of the Arizona Territory. A second territorial census was published in May, 1874, which showed eleven school rooms in operation and eleven teachers employed at an average salary of $100 per month.[50]

John Wasson, Surveyor-General of the Territory and Editor of the Citizen reported on May 14, 1874:

> Less than two years ago the free-school system was started in Arizona, without schoolhouses, books or teachers ...the result shows that people can do if they will...With these advantages the poorest children of the Territory are provided with ample opportunities for an education, and if in after years they do not make useful men and

> women, it will be their own fault and not the fault of the Territory.[51]

Governor Safford as Superintendent of Public Instruction submitted his annual report to the Commissioner of Education. The statistical summary of the report showed that the total territorial and county taxes for the year 1874 were $11,416.66 with average salaries for teachers being $100. The expenditure per capita for school population was $4.42, and the expenditure per year per capita of pupils enrolled was $33.29. The total school census population between the ages of five and twenty-one was 2,584 with 343 enrolled in schools. The average duration of the school term was 180 days.[52]

It appears that the year 1874 was a most productive and stable year for the development of Arizona education. Records evidence little if any disruption, turmoil, or disagreement regarding the establishment of the territorial school system. However, beneath the surface there was fermenting a controversy that in the next year would surface. The controversy would be essentially between two men, Governor A.P.K. Safford and Chief Justice of the Territorial Supreme Court, Edmund Dunne. The issue would be the question of the rights of church versus state.

FOOTNOTES

CHAPTER IV

[1] Kathleen Ann McQuown, "Tucson Public Schools, 1867-1874", *Arizonian*, Vol. 5, (1964), p. 40.

[2] Marcia Hooker Lee, "John A. Spring, Swiss Adventurer", *Arizonian*, Vol. III, No. 3, (Fall 1962), pp. 50-51.

[3] Address given by Professor John A. Spring "Teaching School in the Early Days" (at Tucson, Arizona Teachers' Institute, December 31, 1897) (MS in State Archives, Phoenix, Arizona), pp. 1-2.

[4] *Ibid*., pp. 2-5.

[5] *Ibid*., p. 5.

[6] *Ibid*., p. 6.

[7] Lee, *op*. *cit*., p. 51.

[8] Stephen B. Weeks, *History of Public School Education in Arizona*, (Washington, D.C.: Government Printing Office, 1918, Department of Interior, Bureau of Education, Bulletin, No. 17, 1918), p. 23.

[9] James M. Barney, "Early Public School History of Phoenix, Arizona" *Sheriff*, Vol. 10-12, (Feb. 1958), p. 17.

[10] Barney, *op*. *cit*., p. 17. Jay J. Wagoner, *Arizona Territory 1863-1912 A Political History*, (Tucson: The University of Arizona Press, 1970), p. III.

[11] Barney, *op*. *cit*., p. 17-18.

[12] Based on correspondence between Gov. A.P.K. Safford and J.T. Alsap, October 28, 1871. (MS in State Archives, Phoenix, Arizona).

[13] *Ibid*., December 4, 1871.

[14] Based on correspondence between Gov. A.P.K. Safford and Mr. Martin, November 21, 1871. (MS in State Archives, Phoenix, Arizona).

[15] *The Citizen* (Tucson, October 21, 1871), p. 2, col. 1.

[16] Based on correspondence between Gov. A.P.K. Safford and J.T. Alsap. February 19, 1872. (MS in State Archives, Phoenix, Arizona).

[17] *Ibid*.

[18] *Ibid*., February 20, 1872.

[19] *Ibid*.

[20] Based on correspondence between Gov. A.P.K. Safford and J.T. Alsap.March 25, 1872, (MS in State Archives, Phoenix, Arizona).

[21] *Ibid*.

[22] Based on correspondence between Gov. A.P.K. Safford and J.T. Alsap. June 25, 1872, (MS in State Archives, Phoenix, Arizona).

[23] Based on correspondence between Gov. A.P.K. Safford and J.T. Alsap. August 24, 1874, (MS in State Archives, Phoenix, Arizona).

[24] *Arizona Citizen* (Tucson) March 2, 1872, p. 2. cols. 2, 3.

[25] *Arizona Citizen* (Tucson) October 26, 1872, p. 2, col. 1.

[26] C. Louise Boehringer "Mary Elizabeth Post-High Priestess of Americanization", *Arizona Historical Review*, Vol. 2, No. 2, (July 1929), p. 95. Wagoner, *op*. *cit*., p. 109.

[27] *Report of the Commissioner of Education for the Year 1872*, (Washington, D.C.: Government Printing Office, 1873).

[28] *School Funds Report* submitted to Gov. A.P.K. Safford by Territorial Treasurer, John Allen. August 12, 1872. (MS at State Archives, Phoenix, Arizona).

[29] *Report of the Superintendent of Public Schools for Yuma County, 1871-1872*, (MS at State Archives, Phoenix, Arizona), pp. 6-7.

[30] *Ibid*., p. 7.

[31] *Annual Report of the County Superintendent of Public Schools for Pima County for the Year 1872*, (MS at State Archives, Phoenix, Arizona), p. 3.

[32] *Report of the Superintendent of Public Instruction for Arizona Territory, 1871-1872*, (MS at State Archives, Phoenix, Arizona), p. 5.

[33] *Ibid*., p. 21.

[34] *Ibid*., pp. 21-22.

[35] Samuel P. McCrea, "Establishment of the Arizona School System" *Biennial Report*, (Phoenix: Superintendent of Public Instruction, 1908) p. 87.

[36] "The Governor's Message", *Journals of the Territory of Arizona*, January 6, 1873, pp. 32-34.

[37] McCrea, *op. cit*., p. 89. *The Laws of Arizona 1873*, February 13, 1873, p. 65.

[38] *Laws of Arizona 1873*, February 13, 1873, p. 65.

[39] Frank C. Lockwood, *Arizona Characters*, (Los Angeles: The Times-Mirror Press, 1928), p. 126.

[40] Joanna S. Reeves, "Pioneer Teachers", *Arizona Teacher*, Vol. XXXVII, No. 1, (Fall Issue, 1948), pp. 12-13. Lockwood, *op. cit*., p. 124.

[41] *Arizona Sentinal* (Yuma), December 13, 1873, p. 2, col. 1.

[42] *The Citizen* (Tucson), April 26, 1873, p. 3, col.2.

[43] *Weekly Arizona Miner* (Prescott), May 3, 1873 (Located in Sharlot Hall Museum, Prescott, Arizona).

[44] *Weekly Arizona Miner* (Prescott), July 26, 1873, p. 1, col. 3.

[45] *Arizona Citizen* (Tucson) August 9, 1873, p. 2, col. 1, and p. 1. col. 2.

[46] *Report of the Commissioner of Education, 1873*, (Washington: Gov. Printing Office, 1875), pp. 426-427.

[47] *Ibid.*, p. 426.

[48] *Ibid.*, p. 428.

[49] *Ibid.*, p. 428.

[50] *The Territory of Arizona: A Brief History and Summary, by Authority of the Legislature* - (Tucson: at Citizen Office, A.P.K. Safford, Commissioner), 1874, p. 36. McCrea, *op. cit.*, p. 93. Douglas D. Martin, *An Arizona Chronology - The Territorial Years 1846-1912* (Tucson: The University of Arizona Press, 1963), 1874; Stephen B. Weeks, *History of Public School Education in Arizona*, (Washington D.C.: Government Printing Office, Department of Interior, Bureau of Education Bulletin, No. 17, 1918).

[51] Weeks, *op. cit.*, pp. 26-27.

[52] *Report of the Commissioner of Education 1874* (Washington: Government Printing Office 1875), p. 461.

CHAPTER V

CHURCH VERSUS STATE

The Eighth Territorial Legislative Assembly

On January 6, 1875, A.P.K. Safford convened the Eighth Territorial Legislative Assembly of Arizona and presented his official "Governor's Message". He selected education as his first priority. Safford reviewed school growth by referring to statistics. He said that the Territory had appropriated $22,833.32 in taxes for education. Of this $20,211.46 had been spent as of November 30, 1874. Moreover, the school census of 1874 revealed Arizona had 2,584 children between the ages of six and twenty-one years of age. Of this number, 343 attended public schools and 186 private schools. There were 110 who had achieved basic reading and writing skills. The public school children were taught by nine teachers with every school district in the Territory providing a free school.[1]

Safford made recommendations, some of which were repetitious. These came from earlier messages where no action had been taken. He requested that school revenues be divided in proportion to the number of students in each county in attendance. Therefore, those counties that achieved the highest attendance would be given the highest amount of tax revenue. Safford again recommended that adoption of a uniform series of textbooks be the prerogative of the Territorial Superintendent.[2] He completed the education aspect of his message by asking that the Assembly pass a law requiring compulsory education within the Territory. Safford believed strongly in compulsory education. He gave examples from other states and reiterated his argument that republican institutions cannot be sustained without the education of the masses.[3]

The 1875 Education Act of the Eighth Legislative Assembly

The Assembly did enact a compulsory school law. The measure was comprehensive in that it enumerated what would be considered truant and listed the penalties to be enforced. Parents or guardians were required to send their children from eight to fourteen years of age to at least sixteen weeks of school a year, eight of which were to be consecutive. The local boards were required to take a census at the beginning of each school year. Those parents or guardians violating this law would be fined not less than $60 and not more than $100 for the first offense and not less than $100 and not more than $200 for the second offense and any additional offense. The parents or guardians also had to pay the cost of collecting the money. As strict as the act appeared, Section Four did provide for parents who were unable to purchase books and supplies for their children. It became the duty of the Board to provide these materials.[4]

The Eighth Legislative Assembly entitled its major education act "To Establish Public Schools in the Territory of Arizona". This measure, in summary, did the following: (1) decreased the territorial tax by ten cents per one hundred dollars and raised the county tax by that same amount; (2) provided that the revenue be paid to the counties according to attendance after January 1, 1876; (3) returned the power to adopt textbooks to the Territorial Board of Education; (4) simplified the requirements for counties to create new schools; and (5) reinstated the Superintendent's travel allowance at $1,000 for the next two years, 1875-76.[5]

The new school law included several changes. One major adjustment was a decrease to fifteen cents in the Territorial tax and an increase to thirty-five cents in the County school tax. Responsibility was given to the Governor-Superintendent for apportioning school funds. In June and September of each year the office holder was to determine the amount of funds to be distributed on the basis of the number of children from six to twenty-one years who attended school.

A requirement was made that all public school teachers in the Territory keep a daily record of children attending school. At the end of each quarter this record was to be certified under oath by each teacher.

Another major revision simplified the requirements of forming a school district by requiring only five heads of families to petition the County School Board.

Of particular importance was the right given the Governor-Superintendent to appoint three persons in each county to make up a County Board of Examiners, with the County Superintendent to be Chairman. The granting of certificates was restricted to those who had passed an examination. Certification responsibilities, formerly placed totally within the county, became a combined County-Territorial responsibility.

The new school law gave the Territorial Board of Education the right to adopt textbooks for the subjects of spelling, reading, grammar, arithmetic, geography, physiology, and whatever else the Board considered necessary.

Finally the new law repealed all previous legislation, making this the composite for education in the Territory. The law was approved and went into effect on February 12, 1875.[6]

An Act of Charity that Caused a Hostile Reaction

This Assembly also passed a bill entitled "For the Relief and Benefit of the Sisters of St. Joseph, of St. Joseph's Academy, Tucson, A.T." This law provided that $300 be given to help the Sisters of St. Joseph in their work and instructed the Territorial Auditor to disburse the funds. Though simple on the surface this small charity disrupted Arizona education during 1875, and much of the Territory became a divided camp, turning Catholics and anti-Catholics against each other. The Territory's papers criticized this appropriation during the coming year. A speech given by Chief Justice Edmund Dunne, a Catholic, added to this problem for the rest of the year.[7]

The Assembly was charitable to other organizations too, but some believed they were one-sided. The 1875 Assembly passed a resolution supporting the Tucson Ladies Guild and their bake sales which helped to raise money for building a new school. The land had already been given by School District No. 1 Trustee and Assembly Representative, Estevan Ochoa, Tucson's most respected Mexican-American and a member of the Catholic Church.

This bake sale and grand ball given with the support of the Legislature to raise funds, created anger among the predominantly Catholic community of Tucson. The Catholic leadership boycotted this ball and therefore received many angry comments made public by the newspaper of that community.[8]

Edmund Dunne Speaks

The Tucson Catholics prevailed upon Edmund Dunne, Chief Justice of the Arizona Territorial Supreme Court and a Catholic, to speak for them. The Judge in turn asked for the use of the Assembly chambers. Permission was granted and on the evening of February 2, 1875, at 7:30 p.m. the Judge began a speech which in printed form totaled forty-seven pages. Almost every member of the Assembly attended as well as much of the Tucson leadership including Bishop Salpointe, Catholic Vicar of Arizona.[9]

Dunne provided more than a speech. He gave a lengthy lecture on history, ethics, and logic. The speaker started by accusing those he called the majority of refusing to consider changes in their public educational system and of being guilty of reacting with closed ears, passion, and hostility. He asked: "Have we no longer a voice in the making of laws for this Territory?"[10] He stated that a large Catholic section of the population of the Territory was being burdened with taxes to support an educational endeavor from which they could not personally derive benefit. He stated that legalized robbery was being perpetuated upon them to an enormous and insupportable extent. No outrage of this kind could be perpetrated for any great length of time in a free country, he claimed.[11] In fact, Dunne said, the state had neither a right to teach religion or to teach irreligion and that actually the state had no right to teach at all. The point of the argument was that Catholics should be able to have separate schools, "where the principles of virtue and morality might be taught in accordance with the wishes of the parents."12

To support his thesis, Dunne quoted Confucius, the Brahmins, Moses, Zoroaster, Talmud, Plato, DeTocqueville, Huxley, Spencer, George Washington and other scholars and leaders on the subject of the need of school children to have moral and ethical instruction. He asked his audience:

> Are you ready to admit that, to be right, you must reject all the old ideas about divine authority, reward of industry and sanctity of home, and accept instead the proposition that the true idea is divinity in majorities, communism in property, and freedom in love; that all authority is in the majority;...13

Dunne rejected the argument that religious instruction could be effectually provided at home and on Sundays. Too many Catholic children who attended school were losing their faith due to, what he called, a conspiracy of Protestant ministers with the public school officials. Dunne said:

> The machinery can be readjusted so as to enable us to use it, and with no injury to the machine. But you say, Hands off! Why so? Are we not part owners of the concern? And if you want to run it for your own exclusive benefit, why don't you offer to buy us out first? But, no; you insist that you shall have all the benefits, but that we shall help bear the expense the same as if we were being fairly dealt with.[14]

Dunne stated that religious instruction was of a paramount importance and public schools nullified the churches' religious instruction. He felt public schools were public property and the whole public had a right to be heard and considered. If Catholics were to support the schools then they have a right to be heard, and they have the right to present amendments. According to Dunne the majority should accept the amendments if they were proven correct and if the majority refused, then they should give back to the Catholics the funds that they had been taxed.[15]

Of the 312 students enrolled in Tucson at this time, Dunne pointed out that only 125 attended public schools. Yet all parents were taxed for the support of the public schools. Dunne stated that Catholics just wanted the use of their own money to provide an education for their children. What Dunne wanted was legislative authority to create corporations to charter schools. These corporations would receive tax money according to the number of students enrolled in the various schools. He said that these corporations would create competition with the public school districts and subsequently improve the educational programs of both public and private institutions.

Dunne, in retrospect, opened up arguments which were to be debated one hundred years later. He maintained that the state had no right to enforce education, and compulsory education itself was a violation of personal rights. This argument was in direct opposition to Governor Safford's strong belief in compulsory education. Dunne said that when the state is allowed such control the people will find themselves dealing with Communists. State control of education, he said, was antithetical to individual liberty:

> Are you ready to put yourself
> under the control of every
> communistic, socialistic

> agitator who may choose to incite the multitude against you?[16]

In conclusion Dunne said:

> Why not cast aside the errors of the past, and set a bright example for the future? We are gathered together here from all parts of the globe. We are laying now the foundations for a future State. Let us lay them broad and deep --- broad enough to cover every shade of religious belief, and so deeply planted in the principles of justice that they may stand forever. Let us set down upon our statute books a law which shall declare, in truth as well as in words, that civil and religious liberty is here fully guaranteed to all men; that here all men may be, indeed, truly free.[17]

Dunne asked that the antagonism be put aside and that both sides work together. Unfortunately, his speech brought into public view a controversy which would continue for the next year. At the end of that year, because of his speech, Chief Justice Dunne was relieved of his position on the Supreme Court of the Arizona Territory.[18]

Following his speech Dunne introduced, "An Act to Provide for Corporations for Educational Purposes." This proposed legislation set off into twenty-three detailed sections the requests Dunne had made in his speech, and when it was brought onto the floor of the

Assembly it was defeated by only one vote. It makes interesting conjecture to consider the possibility of that one vote being positive instead of negative. What would have happened to Arizona education if one hundred years ago alternative education had been supported by tax money?

Safford in his report to the Commissioner of Education in 1876 reported on the speech of Chief Justice Dunne saying:

> At this session (1875) an attempt was made to divide the school fund for the benefit of the sectarian schools. The measure though ardently supported by the Chief Justice of the Territory (Judge E.F. Dunne) was defeated by a large majority in the Legislature.[19]

However, the measure was defeated only by one vote and was not as unpopular as the Governor may have thought.[20]

Reaction To Dunne

The first known or recorded public reaction to the appropriation of $300 made by the Legislature to the Sisters of St. Joseph, and to Dunne's speech, appeared in the Weekly Arizona Miner on February 26, 1875. It published a speech made by Assemblyman A.E. Davis of Mojave County on February 10. In part, it said that:

> I deem it but proper...to answer some of the attacks made upon our

> school system, by the advocates of this measure...I am opposed to the principle involved, and upon that basis I meet the issue...A common and neutral ground is established in the public schoolhouse by the exclusion of all sectarian books and religious teachings, so that the children of every faith can go there without being instructed in any religious creed, or hearing one word uttered that shall conflict with their religious teachings at home or in their church...Divide this fund up among the various creeds as it is contemplated in a small way by this bill, and what will be the result? Sir, by the time each of the various sects have received a share, there will be nothing left for a general system of education. The privileged few will have a religious education, according to the tenants of the particular church to which they belong, while the masses grow up in ignorance.[21]

Davis said that such a measure would create bigotry and hatred among the children who would not have an opportunity to meet on a common ground. He accused Dunne of sophistry and deplored the use of words such as "an accidental majority". He seemed to challenge Dunne by saying that such a majority, if sufficiently threatened would not remain accidental.[22]

On March 5, 1875, the Miner took an editorial position in regard to the $300 appropriation. The editor wrote:

> We don't care so much about the paltry $300, voted out of

> the General fund for the benefit of a Catholic school at Tucson, as if they had robbed the School fund to that amount, and yet the principle is all wrong, and those who voted for it ought to be required to pay it out of their own pockets.23

The Citizen of Tucson on May 29, 1875, said:

> The Citizen charges that four-fifths of the money that was put into the Catholic school houses and church was paid by friends of the public school, that they had been among the best paying patrons of said school but as soon of (sic) the friends of public education desired to get up a social party, the proceeds to go for the benefit of building a public school house, the leaders of the church tried to break up the party...the system Judge Dunne would force upon us comes from Rome, ordered by a foreign Prince who claims infallible powers, and is therefore the purest monarchism.24

In The Miner of June 11, 1875, editor P.J. Butler took two full columns to rebut Dunne. Butler said that he had known the legislator in Nevada where they both had occupied a seat in the same legislative body and that they both had served as members of the Nevada Constitutional Convention. Butler, however, had never heard Dunne before support any cause close to what he had supported in his Tucson speech. He went on to say that Dunne most likely acted in all innocence:

> ...and that his surroundings since his arrival in Arizona have been

> such as to poison his mind against a system that he once loved and that like all new converts to a strange faith he becomes more fanatical...[25]

The same issue of the Miner quoted another editorial against Dunne entitled "Godless Schools", which said it was folly to use public day schools for religious training. The Weekly Miner continued to attack Judge Dunne in the June 25 and July 2 issues.[26]

In reaction, Dunne penned a note to the editor of The Miner that the latter printed on July 16, 1875. The Judge's response was almost as long as his speech on this subject. First, Dunne replied personally to Tom Butler, the editor, whom he had obviously known for some time. He said:

> It would be desirable by way of contrast to find one Protestant journalist discussing this grave question in something like a philosphical spirit, showing some attempt to get at the reasons pro and con putting aside mere personal and class abuse as something beneath his dignity to use, but I see that even you, who used to be so scrupulous about the use of unlawful weapons have dealt a little in the contraband ...Oh, Tom! has the Arizona atmosphere affected you in that way?[27]

Dunne disagreed point by point with Butler's attack, particularly making reference to what seemed to be an attempt to impeach him as Chief Justice:

> ...what I confess does startle me a little is, to hear you say that because I disagree with you on one of them I ought no longer retain my official position... There are two ways of treating these earnest demands of about eight million fellow citizens; one is to let them feel as Patrick Henry is supposed to have put it, that they have been "spurned with contempt from the foot of the throne"...The other is, to discuss the alleged grievance in a fair and reasonable way.[28]

Butler answered Dunne's letter in the same issue and chided his adversary for allowing his religion to interfere with his official position.[29]

On August 6, 1875, Butler continued. He accused the Judge of trying:

> ...to emplant a system of bitter sectarian hatred in the hearts of a prospective people, to poison their lives for all future time, and render them biggoted (sic) and unhappy in the belief that they are a peculiar people whom contact with those of a different religious faith would contaminate.[30]

The Tucson Citizen of October 15 requested the removal of Dunne from his office. On the last day of the calendar year Dunne was removed as Chief Justice of the Arizona Territory by the administration in Washington, D.C. who had succumbed to pressure from territorial officials and newspapers. It is possible that Safford was instrumental in lobbying for Dunne's termination. Catholics demonstrated in such places as San Diego, California, and St. Paul, Minnesota, against his removal.[31]

Safford's Report for the Year 1875

Safford continued effectively in his position as Superintendent during this religious controversy. The Miner of April 30, 1875, recorded that he visited the public school at Prescott and gave a speech reviewing the history and progress of the schools in Arizona. He gave an account of the present status of education in the Territory. The newspaper reported:

> The Governor, by virtue of his office, is Territorial Superintendent of Public Schools which requires him to visit every public school in the Territory once a year, and he is now on his annual round visiting all the counties and looking after their school interests.[32]

Safford, in his official reports to the Board of Education, and to the Commissioner of Education for the year 1875, listed total tax receipts for the counties of $28,759.92 and expenditures of $24,151.96. He said that children in the Territory between the ages of six and twenty-one numbered 2,508 of which 908 could read and write. He mentioned that a school house had been erected in Tucson at a cost of $9,781.96. The County

Superintendents' reports were included and then provided additional details. Yavapai employed one male and one female teacher, Moses H. Sherman and his sister, who received $150 and $75 per month respectively. Yuma revealed that it had three schools and at the time employed three teachers, one male and two females, all of whom were receiving an average salary of $100. Maricopa reported that it had three schools employing one male and two females. They received an average salary of $90 per month. Pinal County, newly created, had one school with a female teacher receiving $75 per month. Mojave did not forward data. Pima County had two schools open. Two female teachers were paid $100 per month each and two male teachers $125.[33]

1875 to 1877 - The Years of Growth and Peace

In retrospect, the three years from 1875-1877 were prosperous and successful years for the Arizona Territory. The Indians temporarily halted hostilities. The Southern Pacific Railroad was coming in from the west and the Santa Fe was approaching the eastern border of the Territory. Rich mines were under development in Mojave County, in Pinal County, and in the Bradshaw Mountains of Yavapai. More cattle and sheep were being brought in from California, Nevada, and Oregon. Yuma received 4,500 tons of imported supplies in 1876 and 10,000 tons of exports were sent out of the Territory for sale. These exports mostly consisted of ore, hides and pelts, and were sent to San Francisco. Two stage lines were created, one went to Los Angeles and the other to San Bernardino. Human resources increased, too. The census of 1876 showed a population of 30,192 immigrant Americans, Mexican-Americans, and Territorial born Americans which meant an increase of 20,000 in two years.[34]

The years 1875-76 were successful ones for the schools. Enrollment doubled by 1876 to 1,213. The average monthly pay for teachers in 1876 was $110 for men and $90 for women, an inequality that continued into the future. Salaries decreased as the Arizona Territory experienced a teacher surplus. Salaries sunk as low as $60 per month. In 1875 the school tax revenue went to $28,760 and in 1876 to $31,449 with expenses increasing from $24,152 in 1875 to $28,744 in 1876.[35]

In 1876 the biggest and most expensive school in the Territory was finished in Prescott at a cost of $17,000. Under the direction of Moses H. Sherman this two-story brick building had a classroom for each grade. One of the most progressive curriculum developments at the time was to have a homogeneous graded school.

On April 9, 1876, a well known Presbyterian missionary and educator, Dr. Sheldon Jackson, established a denominational church and school in Tucson. It became the first such Presbyterian organization in southern Arizona. Dr. Jackson would continue in his missionary efforts in other frontier areas and finish his career as the first Superintendent of Public Instruction for the Territory of Alaska.[36]

The Ninth Territorial Legislature

On January 1, 1877, Governor Safford opened the Ninth Territorial Legislative Assembly. In his message he characteristically gave education a high priority. As customary, he presented pertinent education statistics for the year 1876, saying that this Territory had 2,955 children, of which 1,157 had attended school and 1,450 were able to read and write. He went on to mention that the total receipts for 1875, were $28,759.92 and that $24,151.96 had been expended. He considered the last school law to be adequate and the tax base realistic in providing for Arizona's school needs at present. He devoted almost one-third of his message to education. Of the sectarian influence, he said:

> The school room is peculiarly an American institution. It is organized and kept free from sectarian or political influences, the pupils is (sic) given the

> rudiments of an education at least, and given also good moral instruction. In this way those of all creeds and political views can meet on an equal footing, with no word spoken or taught that can in the least bias or influence them, and by this association each one learns to respect and love the other, regardless of religious or political differences...To surrender this system, and yield to a division of the school fund upon sectarian grounds, it could only result in the destruction of the general plan for the education of the masses, and would lead, as it always had where-ever tried, to the education of the few and the ignorance of the many. This proposition is so self-evident, and experience has ever proved it so true, that it does not require argument.[37]

Thus Safford finally answered Edmund Dunne. He had not, up to this point, directly entered into this controversy aroused by the former Justice.

New School Legislation

The legislature took Safford at his word and did little to change the 1875 Act. The education legislation for that year mentioned the fact that teachers could only be hired if they were duly examined, approved and employed by legal authorities.[38] It passed only one Act, No. 20, which specified with further refinement the duties of the District Board of Trustees in regard to the taking of census and attendance within their districts.

Safford requested that all Roman Catholic Church property be taxed except churches and schools. This, however, was not passed by the Assembly, and it was no doubt intended by Safford as a punitive measure. It was during this Assembly that approval was given to Prescott to issue $7,200 in bonds at eighteen percent per annum to pay for the over cost of its new school. This was the first bond issue ever approved for a school in the Territory. All future bond issues would be subject specifically to vote by the Assembly.[39]

Safford Resigns

Safford resigned as Territorial Governor in April, 1877, due to ill health. It goes without saying that he was indeed the father of Arizona education. It was said that when Safford left Arizona in 1877 he had only his pair of mules and buckboard. But he soon returned to Arizona, invested in mines, and became wealthy. After his return Safford continued his interest in education and journeyed on March 18, 1879, to Prescott to deliver a speech at the Prescott Free Academy. This speech was printed in total by the Weekly Arizona Miner of that date. Thus Safford continued his interest in Arizona schools after his tenure as Superintendent. He did leave the Territory eventually and founded the community of Tarpon

Springs in Florida where he died on December 15, 1891.[40]

Safford was succeeded by Governor John Hoyt and, according to McCrea, the school system in Arizona declined due to Hoyt's supposed lack of interest. In 1877 there were only 903 pupils in school as opposed to 1,213 for the year before, and the average daily attendance was 580 versus 900. However, the number of schools increased from twenty-one to thirty-one. The school term also increased to 190 days. At this time the pay of men teachers dropped from $110 to $100 and the salary of women teachers dropped from ninety dollars to fifty dollars. School income had dropped from $31,449 to $20,708, and expenditures from $28,744 to $18,407. It is believed, however, that this was not all Governor Hoyt's responsibility since he had not taken office until April of that year. One would have to examine the national scene and understand the recession that had hit at this time throughout the United States.[41]

FOOTNOTES

CHAPTER V

[1] "Governor's Message," Journals of the Territory of Arizona, 1875, January 6, 1875, pp. 28-29. Eugene E. Williams, "The Territorial Governors of Arizona - Anson Peacely Killen Safford", Arizona Historical Review, Vol. 7, No. 1, (January 1935), p. 74.

[2] Journals, op. cit., p. 29.

[3] Ibid., p. 30. The Weekly Arizona Miner, (Prescott) January 8, 1875, p. 3, col. 12.

[4] Laws of Arizona 1875, pp. 40-41.

[5] Ibid., pp. 80-91.

[6] Samuel P. McCrea,"Establishment of the Arizona School System", Biennial Report (Phoenix: Superintendent of Public Instruction, 1908) p. 95. Laws of Arizona 1875, pp. 80-91.

[7] Laws of Arizona 1875, op. cit., p. 91.

[8] McCrea, op. cit., p. 96.

[9] McCrea, op. cit., p. 96. Lecture delivered by Hon. Edmund F. Dunne ("Our Public Schools: Are they Free For All, or Are They Not?") given at Tucson in 1875. (San Francisco: Cosmopolitan Printing Company, 1875) p. 3.

[10] Ibid., p. 6.

[11] Ibid., p. 6.

[12] Ibid., pp. 10-11.

[13] Ibid., p. 15.

[14] Ibid., p. 21.

[15] Ibid., p. 23.

[16] Ibid., p. 41.

[17] *Ibid.*, p. 43.

[18] *Weekly Arizona Miner* (Prescott), December 31, 1875, p. 2, col. 3.

[19] McCrea, *op. cit.*, p. 96.

[20] Dunne, *op. cit.*, p. 3.

[21] *Weekly Arizona Miner* (Prescott) February 26, 1875 p. 2, col. 2.

[22] *Ibid.*

[23] *Weekly Arizona Miner* (Prescott), March 5, 1875, p. 2, col. 2.

[24] *Weekly Arizona Miner* (Prescott), June 4, 1875, p. 2, col. 4.

[25] *Weekly Arizona Miner* (Prescott), June 11, 1875, p. 1, cols. 1, 2.

[26] *Weekly Arizona Miner* (Prescott), June 25, 1875, p. 2, col. 1 (editorial). *Weekly Arizona Miner* (Prescott), July 2, 1875, p. 2, col. 1.

[27] *Weekly Arizona Miner* (Prescott), July 16, 1875, p. 2, cols. 3-6.

[28] *Ibid.*, p. 2, cols. 3-6.

[29] *Weekly Arizona Miner* (Prescott), July 16, 1875, p. 2, col. 1, (Editorial).

[30] *Weekly Arizona Miner* (Prescott), August 6, 1875, p. 2, col. 1.

[31] *Weekly Arizona Miner* (Prescott), December 31, 1875, p. 2. col. 3.

[32] *Weekly Arizona Miner* (Prescott), April 30, 1875, p. 3, col. 2.

[33] McCrea, *op. cit.*, p. 99.

[34] *Ibid.*, p. 97.

[35] Stephen B. Weeks, *History of Public School Education in Arizona* (Washington, D.C.: Government Printing Office, Department of Interior, Bureau of Education Bulletin, No. 17, 1918), p. 28.

[36] Douglas D. Martin, *An Arizona Chronology, The Territorial Years 1846-1912*, (Tucson: The University of Arizona Press, 1963), 1876.

[37] "Governor's Message", *Journals of Ninth Legislative Assembly*, 1877, p. 32. *Fourth Biennial Message of Governor A.P.K. Safford to the Legislature Assembly of Arizona at the Session Commencing January 1, 1877*. (Tucson: Arizona Citizen Print, 1877) pp. 3-5. (MS in Federal Archives, Bell, California).

[38] Weeks, *op*. *cit*., p. 29. *Laws of Arizona 1877*, p. 15.

[39] McCrea, *op*. *cit*., p. 100.

[40] *Arizona Sentinel* (Yuma), December 19, 1891, p. 2, col. 2.

[41] Weeks, *op*. *cit*., p. 30.

CHAPTER VI

A SEPARATE SUPERINTENDENCY:
HOYT, FREMONT, AND SHERMAN

John Philo Hoyt

With the retirement in the spring of 1877 of A.P.K. Safford, John P. Hoyt, the Secretary of the Territory was appointed on April 5, 1877, as the fourth Governor. When Hoyt became Secretary of the Territory in 1876 he had been given the specific responsibility of revising the Territory's law. His recommendations were so extensive that the revision was often called the Hoyt Code.[1]

Hoyt was born on October 6, 1841, on a farm at Austinburg, Ohio. In 1862, at the age of twenty-one he enlisted in the Union Army and served in the 85th and 87th Ohio Infantry and the 2nd Ohio Artillery, eventually becoming an Acting Quartermaster General. In 1867 Hoyt graduated from the Ohio State University and the Union Law College of Cleveland. He gained admittance to the Ohio Bar shortly after completing his legal studies. This same eventful year saw Hoyt move to Michigan, where he was elected to the Legislature and eventually assumed the position of Speaker of the House. He served in the Legislature until 1876, when President U.S. Grant appointed him Secretary of the Arizona Territory. The latter responsibility was assumed on May 21, 1876. President Rutherford B. Hayes appointed Hoyt governor, a position he held until June 12, 1878.[2]

Little can be said for the Hoyt administration in regard to education. His most notable action took place at the end of his administration when it was suggested that he move aside so General John Fremont could be given a political appointment. It has been reported that Hoyt graciously resigned so Fremont could take his place. Then President Hayes offered Hoyt the governorship of Idaho. When Hoyt found out that the governor of Idaho was being forced to resign to accommodate him, he said he would not take the appointment. Hoyt instead moved to the Territory of Washington. In Washington he was appointed Associate Justice of the Supreme Court and became a member of the State Constitutional Convention. Some considered him as one of the framers of Washington's constitution. Hoyt finished his active career as a Professor of Law at the University of Washington, teaching from 1902 to 1907. He died in Seattle on August 27, 1926.[3]

Education Under Hoyt

Other historians of this period have said that Hoyt was more interested in revision of the territorial laws than he was in education. McCrea said it was plain that the directing hand was gone, and another educational leader had to be found before any improvement would be produced.[4] Alfred Thomas, Jr., expanded upon this criticism:

> Governor Safford had done a great deal in the development of the public schools of Arizona Territory. However, because of poor health he was forced to resign and as a result the public schools lapsed into the weak and faltering administrations of acting Governor John P. Hoyt and Governor John C. Fremont. Acting Governor Hoyt was not interested in the good administration of the school system. He pursued his researches in the compilation of a revised code of laws for the Territory and let everything else connected with the Territory take care of themselves. (sic)[5]

The year 1877 was significant in Arizona education in that the first Territorial Teacher's Institute was held in Prescott in May of that year. These institutes were required by Legislative Action in 1887 and would provide the only means of organization for the teachers of the Territory until the 1890's when they would establish their own professional organization.[6] Also at this time the capital was moved back to Prescott, and as of the 1877 Legislative Assembly there were no more Mexican American members of the Legislature, (except one that would serve from 1881 to 1891.)[7]

Tenth Legislative Assembly: 1878

The Tenth Legislative Assembly which convened in 1878 only addressed itself in a minor way to education. Attention was given to the granting of bonding authority for a long term, high interest note to Maricopa County, District No. 1. The note was written for $15,000 at ten years at ten percent for a new school house; and for Pima County, District No. 1 for $2,000 at five years at eighteen percent for a new school house. School districts were beginning to go into debt to build new school buildings.[8]

Hoyt did visit the schools of the Territory and possibly if he had had a longer tenure he would have given more attention to education. The Arizona Citizen of March 29, 1878, reported:

> The Governor has been traveling about the Territory recently to acquaint himself with the people and with the condition and necessities of every section. The special purpose of his present visit was to learn the condition of the public schools, in the establishment of which ex-Governor

> Safford took such a deep interest
> and to which he devoted so much
> time and labor. Gov. Hoyt
> found the schools generally
> in a healthy and prosperous
> condition and will use every
> endeavor to maintain them in
> their present satisfactory
> state.[9]

John Charles Fremont

John C. Fremont became Governor of the Territory of Arizona on June 8, 1878.[10] The Arizona Citizen believed that the appointment was made by President Hayes for purely personal motives. The wishes of the Arizona people were not considered nor was the fact that in general the citizens felt Governor Hoyt was performing satisfactorily. It was well known that Fremont had lost all his property due to poor handling of his business affairs and Arizonans were concerned that he had his eye on their mineral prospects.[11] Alfred Thomas Jr. agreed with this assessment.[12]

McCrea described Fremont's appointment:

> The position proved to be...
> only a crust thrown to the once
> noted leader in his poverty-
> stricken old age by the great
> party which had come so near
> electing him President in 1856...
>
> Although a man of liberal education,
> Governor Fremont exhibited but little
> interest in the question of schools
> in Arizona.[13]

Fremont was born in Savanah, Georgia on January 21, 1813, and grew up in Charleston, South Carolina where he attended school. In 1833 he obtained a job teaching mathematics to U.S. Navy Midshipmen and following this took an extended cruise to South America with the Corps of Topographic Engineers. Fremont's career reached its zenith with his trips west in the 1830's and 40's surveying the Missouri and Mississippi Rivers, the Oregon Trail, and the South Pass of the Columbia to the Pacific. During this period he married the daughter of Senator Thomas Hart Benton. He had the distinction in 1856 of being selected as the first presidential candidate of the Republican Party. With the coming of the Civil War he was appointed a major general but was relieved from his command due to irregularities. Following the Civil War the General became involved with various railroad promotion schemes and as a result lost his fortune. He was appointed Governor of the Territory of Arizona at a salary of $2,600 per year and on October 5, 1878, took the oath of office. If anybody in the Fremont family was interested in education, it would have been his very popular and talented wife, Jessie, who while staying only briefly in Arizona, took time to visit the Arizona schools and talk to students about her travels and interests. The only specific thing that Fremont was involved in concerning Arizona education was his support of the Arizona Development Company and its lottery to aid the building of school houses and government buildings (for which he was to receive a certain fee).[14]

Arizona Historian Bert Fireman described the end of the Fremont administration in 1879 when the General was finally forced to quit due to his lack of interest in the position. Fireman said:

> In Arizona there was a sense of relief.[15]

Fremont was very rarely in the Territory and it has been said:

> His personal business kept him out of Arizona for nearly six months in 1879 and people were beginning to wonder if they had a governor only in absentia.[16]

Education Status 1878

In spite of Fremont's lack of leadership Arizona began to grow rapidly in population and economic development. The number of cattle increased in the Territory to 339,000 at a value of $4,692,000 and metals production rose to $1,865,000.[17]

The superintendent's annual report to the Commissioner of Education for the 1877-78 school years was submitted later by Superintendent M.H. Sherman, and it can be assumed that for the actual year 1878 Governor-Superintendent Fremont did not fulfill the legal requirement of submitting a report. The statistics indicate that the Territory had 3,089 youths of school age. Of these, 2,740 were actually enrolled in school, an increase of 1,837 over the previous year; but, attendance averaged only 890 and the school year decreased to 124 days. The estimated school property value was $47,479 a gain of $3,043. The average pay for the 19 male teachers was ninety-one dollars and for the 18 female teachers, average pay was seventy-four dollars, an increase for females of twenty-four dollars. Education took in $21,396 in taxation and spent $21,396. School revenue had increased by $1,688 and expenditures by $2,989.[18]

The Tenth Legislative Assembly - 1879

In regard to education Governor-Superintendent John C. Fremont in his message to the Tenth Legislative Assembly on January 9, 1879, commented on the inadequacy of the Territory's finances saying that they were barely sufficient to provide support for the public schools.[19]

Fremont asked for a lottery from which he would receive, as the General Director, a certain commission. He went on to say that the proceeds of this lottery would provide a:

> ...substantial and growing fund for educational institutions fully adequate to keep pace with the demands of a rapidly increasing population...[20]

Fremont did not consider the fact that a lottery would violate federal laws if it was conducted by mail. The legislature did pass a public lottery bill which made the Governor the commissioner of the lottery. One hundred dollars per lottery drawing was allotted for his services. The act went on to describe the operation of the lottery, the price of the lottery and to specify that the funds would be used for the building of a capitol and for the school fund.[21] This lottery became very unpopular and did not reach fruition.[22]

The Education Act of 1879

The Assembly passed an act on February 14, 1879 which provided for education. This measure provided a tax of fifteen cents per one hundred dollars taxable property. The counties were to set their tax between fifty and eighty cents per one hundred dollars. Section 3, the most significant part of the law in regards to the superintendency, read:

> A Superintendent of Public Instruction shall be appointed by the Governor, by and with the consent of the Legislative Council, and shall enter upon the duties of his office

> on or before the twentieth day after his appointment, and shall hold his office for the term of two years, or until his successor is elected and qualified; and shall execute a bond in the penal sum of two thousand dollars, with two good and sufficient sureties, to be approved by the Secretary of the Territory, conditioned upon the faithful discharge of his official duties; provided, that at the general election to be held in the year of our Lord 1880, and every two years thereafter, a Territorial Superintendent of Public Instruction shall be elected by the qualified electors of the Territory, who shall hold his office for the terms of two years from the second Tuesday in January next after his election, and until his successor is duly elected and qualified.[23]

The provision, it can be seen, gave the Governor the right to appoint a Superintendent until 1880 and thereafter the office would become elective. What the legislature failed to realize was that the Governor was given his prerogative of appointment by federal acts of the Federal Congress, and succeeding governors were not willing to give up this authority. Therefore, individuals seeking the Office of Superintendent up to the year of Statehood, 1912, sometimes found themselves having to run for the office or to be confirmed by the Legislature, or appointed by the current Governor, and sometimes all three of the above processes were required.

The act went on to describe the Territorial

Board of Education which included the Superintendent, the Governor, and the Territorial Treasurer. The Superintendent acted as both President and Secretary of the Board. The Board was to meet at least once a year for the organization of public schools in the Territory and for the disbursement of school funds. The Superintendent kept the proceedings of the Board.[24]

Section 6 of the Act provided that the Board be authorized to issue Territorial diplomas to:

> ...such professional teachers as may be found upon examination, or by diplomas from other States or Territories requiring similar qualifications, to possess the requisite scholarship and culture, and who may also exhibit satisfactory evidence of unexceptionable moral character and of eminent professional experience and ability. All such diplomas shall be countersigned by the Territorial Superintendent of Public Instruction, and shall supercede the necessity of any and all other examinations of persons holding the same by county examiners; and such diploma shall be valid in any city, town, county or district in the Territory during the lifetime of the holder, unless revoked by the Territorial Board of Education.[25]

This section gave the Territorial Board the power of certification of teachers, taking this authority away from the counties. The act went on to empower the Board to issue two diplomas, a First Grade and a Second Grade.

The First Grade certified competency for high school teaching and the Second Grade indicated competency for teaching in the lower grades. The act stated that the Superintendent would be paid $1,000 per year, from which he must pay his own traveling expenses. The Superintendent's duties were to apportion monies, submit an annual report to the Board, provide necessary and suitable forms to the school, prepare a proper school register, visit each county at least once a year for the inspection of schools, visit County Superintendents, and speak to the public about education. The act stated that the Territorial Board of Education would have the right to:

> ...prescribe and cause to be adopted, a uniform series of text books in the principal (sic) studies pursued in the public schools, to wit: Spelling, reading, grammar, arithmetic, geography, physiology, and such other studies as may be by said Board deemed necessary.[26]

The School Law of 1879

The 1879 school law provided additional revenue by empowering the Board of County Supervisors to levy an increased school tax with which to establish again a full school year in the counties. The most significant part of the new legislation was that which created a separate Office of Superintendent of Public Instruction. The motivation of this law was due to the inactivity of

Governor Fremont. If the office could have been retained as part of the Governor's duties, education within the Territory might have been given more attention in later years. The law provided that the Superintendent be appointed by the sitting governor at a $1,000 salary per year. The Governor would still be a member of the Territorial Board of Education, and the Superintendent would be President and Secretary.

Moses H. Sherman was acquainted with Governor Fremont and within a few days of the passage of this law, Fremont appointed Sherman as the first separate Superintendent. It is interesting to conjecture whether the $1,000 annual salary which was considered exorbitant at the time might have been an outcome of this association. Sherman stayed in office until 1883, winning two popular elections in 1880 and 1883. In two years the superintendent's salary of $1,000 was raised to $2,000 a year, almost equal to that of the Governor.[27]

The specified section of the Educational Law of 1879 that provided for a separate Superintendent to be chosen by the people at all regular elections every second year was contested in 1885 by Governor Tritle. He cited the Revised Statutes of the United States (1857) in which the Territorial Governor had the prerogative of appointing all Territorial officials. Tritle denied the right of election for the Territorial Superintendent and instead insisted that he, as Governor, had the right of appointment, and therefore the issue was clouded until statehood when the constitution would clearly state that the State Superintendent of Public Instruction should be elected.[28]

The County Probate Judges, acting as Superintendents of Education for the counties, received a salary increase of $100 to $250 a year, and in 1881 the sum was raised again by dividing the counties into four classes. Depending upon the size, the districts received from $250 to $1,000 per year. Not forgetting the church-state argument of 1875, the school act again provided anti-sectarian regulations.[29]

The new school law provided for a degree of centralization and efficiency because of the separation of the Territorial Superintendent's Office from that of the governorship. The majority of the funding was relegated to the county and district level. And where the funding goes, eventually so does the power.[30]

The Frontier Principals

The next three individuals to occupy the office of Superintendent of Public Instruction had much in common. Moses H. Sherman, William B. Horton and Richard L. Long were all professionally trained and professionally employed as educators in the Arizona Territory before being elevated to the Superintendent's office. All three had been the first principal of the school which employed them: Sherman was principal of the Prescott school; W.P. Horton was principal of the Tucson school; and R.L. Long was principal of the Phoenix school. These three individuals did much to organize education in the Territory on a professional basis.

Moses Hazeltine Sherman

Moses Sherman was born in West Rupert, Vermont, in 1853. As a teenager he went to Oswego, New York, where he finished a course in education at the New York State Normal School. Following this, at the age of 18, he was placed in charge of the Hamilton Academy in Hamilton, New York. At the age of nineteen, A.P.K. Safford brought him to Arizona to teach in the school at Prescott. Safford paid for Sherman's trip to Arizona and his settling costs. Sherman started teaching in Prescott in 1874 at the age of twenty. The Arizona Citizen mentions him in the November 21, 1874, issue. A reporter commented that:

> M.H. Sherman of West Rupert, Vermont, left New York October 26, for Prescott, where he is engaged to teach school. We are informed that Mr. Sherman is an excellent

> teacher, and we congratulate the people of Prescott upon securing his services.[31]

Soon after taking over his duties as principal-teacher Sherman launched a building campaign. In 1876 the first two-story, totally graded, elementary school was completed in the Territory at a cost of $17,000. Due to an overcost the legislature approved its first bond issue. In 1875, while principal of the Prescott school, Sherman also became a member of the County Board of Examiners. He shared this responsibility with other such significant and influential Prescott leaders as T.J. Butler, C.P. Head, H.H. Carter, O.H. Case, B. Foster and J.A. Rush. Shortly after Sherman's arrival in the Territory, W.B. Horton moved to Tucson to become a public school teacher in charge of the boys. Horton would, in the future, succeed Sherman as superintendent.[32]

John C. Hazeltine in 1955 described Moses H. Sherman as follows:

> Moses H. Sherman, my father's cousin and son of my father's mother's sister, left Concord, New Hampshire, about 1872 and arrived in Prescott, Arizona as the only possibly, first qualified school teacher in the area. Later, date unknown, he went to Phoenix where he was at one time appointed Attorney General of the Territory for a short period of time and thus carried the name through life of General Moses H. Sherman. He established the first street railway system in Phoenix and

> about 1900 sold out and went to Los Angeles where he promoted the Los Angeles Pacific Railway which is now part of the Pacific Electric System... He had his finger in many very large promotions in Southern California and was an active partner of General Otis and Harry Chandler of The Times. He died a very wealthy man.[33]

In 1883, during the Superintendency, Sherman was also appointed the Adjutant General of the Territory, not Attorney General (as stated by Hazeltine), under Governor Tritle. He continued this office after he left Prescott. Following his tenure as Superintendent, Sherman moved to Phoenix to be president of the new Valley Bank, a financial institution which he helped to organize. He was also owner of the Phoenix Street Railroad. In 1890 Sherman moved to Los Angeles where he established the Los Angeles Consolidated Electric Railway, later known as the Los Angeles Railway. He founded and named the community of Hollywood, became president of the Los Angeles Steamship Company, and became Director of the Southern Pacific Company as well as holding extensive real estate throughout California and Arizona.[34]

Superintendent Sherman

The Tucson Citizen commented on the appointment of M.H. Sherman on February 22, 1879:

> Governor Fremont has appointed M.H. Sherman, Superintendent of Public Instruction and we are happy to state that we believe no better selection could have been made in the Territory for the position. Mr. Sherman is about 25 years of age and came from a family of school teachers.[35]

After his appointment as superintendent, Sherman continued as principal of the Prescott School and gave only his spare time to territorial school duties. Hence, the superintendency at this time was little more than a sinecure.[36] Sherman kept his $500 per annum salary as principal in Prescott.[37]

Education Statistics - 1879

The educational system in 1879 continued to grow. Fourteen more teachers were hired and 2,202 more children were included in the school census. Average daily attendance increased to 1,102. The school days had finally been increased to 164. Phoenix built a new school house in 1879, and the Prescott school house cost increased to $23,000 before completion.[38]

A survey of the public schools was taken in the year 1879 and showed that there were public schools in the following towns: Yuma, Ehrenburg, Mineral Park, Cerbat, Prescott, Williamson Valley, Verde, Walnut Creek, Walnut Grove, Chino Valley, Kirkland Valley, Peeples

Valley, Wickenburg, Phoenix, Florence, Tucson, Tres Alamos, and Safford, with Catholic schools established at San Carlos and Sacaton.[39]

A census report for 1880 showed a total population in the Territory of 40,440 individuals, a 318 percent increase in population in ten years. Arizona's agricultural and mineral productivity continued to grow with the total number of cattle in the Territory numbering 475,000 valued at $5,736,00 and metals production in 1880 amounting to $4,217,000.[40]

In the year 1880 fifty additional school teachers were hired and fifty more school rooms were opened, with an increased enrollment of 1,069 and an increase in actual attendance of 855. From 1873 to 1880 there was an increase from 11 to 101 school rooms and from 14 to 101 teachers, with wages falling off from $100 paid equally for male and female in 1873, to an average in 1880 of $83 for men and $70 for women per month. The decrease of teachers' salaries was due to the continuing teacher surplus during this period with a:

> ...considerable influx of teachers
> into the Territory.[41]

Under the new educational tax law provided by the 1879 legislature school income had doubled. Total revenue for the 78-79 school year had been $32,421 whereas the income for the 79-80 school year was $67,028. Expenditures doubled correspondingly. The appropriation for each child amounted to $10.24.

Sherman reported that his greatest problem was the lack of funds for rural schools, and too much turn over of teachers and County Superintendents; therefore, a consistent program of education could not be developed.[42]

Sherman Runs for Office

When Superintendent Sherman decided to run for the office of superintendent he received strong support from The Weekly Arizona Miner. On June 18, 1880, the Miner explained how the superintendent held his office by appointment and desired to be elected to it as the new law prescribed. The newspaper stated that it was due to the earnest solicitation of friends throughout the Territory that Sherman consented to run for the office, and although he was a decided Republican, he never allowed politics to enter into his professional life.[43] The article went on to praise Sherman as an educator, and a later article stated he was naturally cut out for his job since he had been reared from infancy to manhood within the walls of the school room.[44]

On October 15, 1880, the Weekly Arizona Miner wrote that to find an equally competent person for

Superintendent would be difficult and so urged his election. In a brief reference to Sherman's opponent in the election the Weekly Arizona Miner made it clear that it had nothing against the other man except that he believed in mixing church and state affairs in the schools.[45] It would seem that the days of Dunne were not forgotten in the Arizona Territory and possibly, though not substantiated, Sherman's opponent was a member of the Catholic Church.

The Eleventh Legislative Assembly of 1881

In January of 1881, the Eleventh Assembly created the counties of Cochise and Graham. Some historians have charged this Assembly as being wasteful and corrupt. County Probate Judges-Superintendents' salaries were raised to as much as $1,000, and the Superintendent of Public Instruction salary was raised from $1,000 to $2,000. In view of the 1879 increase in Sherman's salary the question arises whether this new increase was due to some form of pressure or intrigue on his part. To eliminate any hesitation that the lawmakers might have had to approve this raise, the entire Legislature was invited for a:

> ...well-timed visit of the Assembly
> to the public school of Prescott,
> which was now dignified by the name

of the Prescott Free Academy.[46]

In February, 1881, the Assembly did deal with specific education legislation, one of which was a joint resolution delegating the Territory's congressional representative to procure the passage of a law granting four new townships to be selected by the Surveyor-General of the Territory to endow a Territory University.[47]

In response to the petition the United States Congress in 1881 gave the Territory of Arizona seventy-two sections of public land. Sherman's selection of those lands was probably his most important education service and:

> Its importance is not lessened by the fact that it was about the only work of consequence performed by that officer without compensation.[48]

Sherman very wisely selected the heavily timbered land surrounding the San Francisco Peaks, as this land with its timber revenue would provide a handsome endowment for the future University of Arizona.

The story is told that Sherman was at a loss as to where to make his selection until he talked to W.N. Kelly, register of the United States Land Office. Kelly promptly selected the heavily timbered land and gave Sherman a list of the sections. Sherman forwarded the list to Washington where it was approved by the

Interior Department. The lands were consequently withdrawn from sale and have been known since as the University Lands.[49] In view of this story one might even deny Moses Sherman credit for the selection of these lands.

Territorial Board of Education Meets

On March 12, 1881, the Territorial Board of Education met with J.S. Fremont, T.J. Butler and M.H. Sherman in attendance and adopted at this time, for use in Territorial schools, the following books: Appleton's Reading Series; Webster's Speller; Appleton's geography, Model copy books, Appleton's arithmetic and bookkeeping, Quackenbos's language, grammar, history, philosophy and composition, and Krusi's art books. The order was placed with Messrs. James T. White and Co., San Francisco. The cost of individual books ran from twelve cents to $1.05 per copy.[50]

Within five years certain teachers and principals in the Territory would complain about the re-adoption of the Appleton Textbook series. The matter of textbook adoption would remain a controversial issue throughout Arizona's history. The statement by the Board that without the uniform series of textbooks organization of classes, i.e. gradation of classes, was not possible indicates the developing interest in this progressive technique of the day. The idea of gradation or homogeneous grouping of ages and ability within a certain class had become the progressive idea of education in the Territory and reflected the education direction within the country.[51]

In January of 1883, the Territorial Board printed for the first time a list of questions made up by Superintendent Sherman to be used as the Uniform Territorial Examination for Teachers. This examination covered geography, natural sciences, grammar, botany, theory and practice of teaching, arithmetic, United States history and constitution, reading, physiology, laws of health and orthology. Also in January of 1882 Superintendent Sherman published a school manual which contained an outline course of instruction for the schools of the Territory lasting eight and one half years at ten months per year. This course of study was divided into the primary and grammar grades with the grammar grades consisting of fifth grade and higher. The handbook covered the course work for each grade.[52]

Tucson Reports

In 1881 the Tucson School District made a separate report to Superintendent Sherman. This District, the oldest in the Territory, had made the most progress. The report was formulated by Principal George C. Hall who stated the Tucson schools had as of that year been organized into three divisions with the primary division including the first four grades, a grammar division of the next four grades, and a high school division of three years. The Tucson Schools were graded and co-ed. The public high school was started in 1880 and would finally graduate a class in 1893. The University of Arizona created in 1885 would have a high school department that would take care of most of the students. The public high school curriculum was either science or literature.

The primary and grammar schools had a total of 234 students out of a school age population of 1,500 with 450 in parochial schools leaving 800 not attending in the Tucson area. The expenditure of the three schools for the year 1881 was $7,046 with an average regular teachers salary of $100 per month and "special" teachers' salary of $50 per month. Special teachers were hired in Spanish and vocal music. By 1883 the attendance for the Tucson grammar and primary school was increased to 318 with expenditures up $8,445.00.[53]

Sherman Reports

Sherman reported to the Commissioner of Education in 1881 that there were 9,571 school age youth in the Territory. At this time there were 148 public schools valued at $121,318 with nine other private schools also in operation. The total number of public school teachers in the Territory had increased to 162 at the end of the 1881 school year. The average pay was $84 for men and $68 for women indicating a continued decrease in the teachers' salary due to the teacher surplus. Regarding the general condition of the Territorial schools, the Commissioner in Washington reported there were few statistics to support the report of the Territorial Superintendent that public schools were flourishing. He did, however, concede that the school law of Arizona was excellent and, compared to other Western territories he felt Arizona offered the best educational system to families coming into the Territory since nearly every settlement had a school.[54]

Sherman Resigns

In the fall of 1882 Sherman resigned his position as Superintendent of Public Instruction and as Principal of the Prescott school, and left education completely. Reporters of Sherman's tenure in office give him low marks as a Superintendent. Since he did not donate his entire time to the Territorial problems of education, the office, during his tenure, was mainly of a clerical nature. The law of 1879 had given the Superintendent the authority to travel throughout the Territory and to supervise the schools, but Sherman did not take advantage of the new law.[55]

In a letter to Colonel J.H. McClintock, Arizona historian, dated November 10, 1915, Sherman wrote from the offices of Harrison Gray Otis and Harry Chandler about his superintendency and he said:

> The thing I am proud of more than anything else in the work I did in Arizona is the fact that I wrote the school law...I had been the principal of schools there for a long time, and when the legislature wanted to change the school law they asked me to rewrite the same.[56]

If this is true it provides a very interesting insight into the development of the 1879 law, specifically those provisions that allowed for the appointment of a separate Superintendent and, at the same time for a provision of a salary that was considered exorbitant by all standards in the Territory at the time. It would seem that Sherman as the first Superintendent under this law certainly benefited personally and financially, but did not take advantage of the law that he supposedly wrote to help further develop Arizona education.

FOOTNOTES

CHAPTER VI

[1] Douglas D. Martin, *An Arizona Chronology - The Territorial Years 1846-1912* (Tucson: University of Arizona Press, 1963) 1877. Ellen Lloyd Trover (state ed), *Chronology and Documentary Handbook of the State of Arizona*, (Dobbs Ferry, New York: Oceana Publications, Inc. 1972), p. 10.

[2] *Men and Women of Arizona Past and Present*, (Phoenix, Tucson: Pioneer Publishing Co., 1940), p. 8. Martin, *op. cit.*, 1877. Trover, *op. cit.*, p. 10. E.E. Williams, "The Territorial Governor of Arizona: John Philo Hoyt", *Arizona Historical Review*, (April 1936), Vol. VII, No. 2, p. 84. Samuel P. McCrea "Establishment of the Arizona School System", *Biennial Report* (Phoenix: Superintendent of Public Instruction, 1908), p. 101. Newspaper article "Memory of Early Governor Honored at State Capital", Newspaper name not given, August 27, 1926 (MS at State Archives, Phoenix, Arizona).

[3] Jay J. Wagoner, *Arizona Territory 1863-1912, A Political History* (Tucson: University of Arizona Press 1970), p. 163.

[4] McCrea, *op. cit.*, p. 101.

[5] Alfred Thomas, Jr., *Public Education in Territorial Arizona 1864-1912* (Ms in Archives, Arizona State University, Tempe, 1952), pp. 132-403.

[6] Martin, *op. cit.*, 1877.

[7] McCrea, *op. cit.*, p. 100.

[8] *Ibid.*, p. 103.

[9] *Arizona Citizen* (Tucson), March 29, 1878, p. 3 col. 3. Wagoner, *op. cit.*, p. 160.

[10] Martin, *op. cit.*, 1878. Trover, *op. cit.*, p. 10.

[11] Wagoner, *op. cit.*, p. 163. *Arizona Citizen* (Tucson), June 21, 1878.

[12] Thomas, *op. cit.*, p. 132.

[13] McCrea, *op. cit.*, p. 102.

[14] Harold C. Richardson, "John C. Fremont: Territorial Governor", *Arizoniana* Summer 1962 Vol. III, No. 2, pp. 41-44. *Men and Women of Arizona Past and Present* (Phoenix, Tucson: Pioneer Publishing Co., 1940), p. 8.

[15] Bert M. Fireman, "Fremont's Arizona Adventure", *American West*, Winter 1964 , Vol. 1, No. 1, p. 19.

[16] Wagoner, *op. cit.*, p. 174.

[17] Martin, *op. cit.*, 1878.

[18] McCrea, *op. cit.*, p. 103.

[19] "Governor's Message", *Journals of the Territory of Arizona, 1879*, p. 44.

[20] *Ibid.*

[21] *Laws of Arizona* 1879, p. 15.

[22] Richardson, *op. cit.*, p. 44.

[23] *Laws of Arizona 1879*, pp. 116-117.

[24] *Ibid.*

[25] *Ibid.*, p. 117.

[26] *Ibid.*, p. 127.

[27] McCrea, *op. cit.*, p. 102. Stephen B. Weeks, *History of Public School Education in Arizona* (Washington, D.C.: Government Printing Office, Department of Interior Bureau of Education Bulletin, No. 17, 1918), p. 51.

[28] *Ibid.*

[29] Weeks, *op. cit.*, pp. 37-38.

[30] Weeks, *op. cit.*, pp. 39.

[31] Arizona Citizen (Tucson), November 21, 1874, p. 2, col. 3. "A Successful Career - General M.H. Sherman and His Many and Successful Enterprises" Arizona 1899 (MS at State Archives, Phoenix, Arizona). Arizona Gazette (Phoenix) September 9, 1932; "General M.H. Sherman" no listing of newspaper name, January 1, 1899, (MS at State Archives, Phoenix, Arizona).

[32] Weekly Arizona Miner (Prescott) August 6, 1875, p. 3, col. 3. Arizona Citizen, (Tucson) January 2, 1875, p. 1, col. 3.

[33] Moses B. Hazeltine Collection, Arizona State Historical Museum in Tucson (Letter to Madison R. Loring from John C. Hazeltine dated April 15, 1955).

[34] "Arizona" 1899 (MS at State Archives, Phoenix, Arizona). Arizona Gazette (Phoenix) September 9, 1932.

[35] Arizona Citizen, (Tucson) February 22, 1879, p. 2, col. 1.

[36] Weeks, op. cit., p. 40.

[37] McCrea, op. cit., p. 103.

[38] McCrea, op. cit., p. 105.

[39] Weeks, op. cit., p. 31.

[40] Martin, op. cit., 1879.

[41] McCrea, op. cit., p. 106.

[42] McCrea, op. cit., p. 105.

[43] Weekly Arizona Miner, (Prescott) June 18, 1880, p. 3, col. 2.

[44] Weekly Arizona Miner, (Prescott) October 15, 1880, p. 3, col. 2.

[45] Ibid.

[46] McCrea, op. cit., p. 106.

[47] Laws of Arizona 1881, pp. 34-35.

[48] McCrea, *op. cit.*, pp. 106-107.

[49] Undated news clipping in *Courier* (Prescott) (MS in Sharlot Hall Museum, Prescott, Arizona).

[50] Weeks, *op. cit.*, p. 48. McCrea, *op. cit.*, p. 107. List of Textbooks in *Record of Territorial Board of Education and Examination*, March 12, 1881, (MS in State Archives, Phoenix, Arizona).

[51] *Record of Territorial Board of Education and Examination*, *op. cit.*, p. 31.

[52] Weeks, *op. cit.*, pp. 43-44.

[53] Weeks, *op. cit.*, pp. 44-45. McCrea, *op. cit.*, p. 108.

[54] *Report of the Acting Governor of Arizona made to the Secretary of the Interior for the Year 1881*, (MS at State Archives, Phoenix, Arizona), p. 23.

[55] Thomas, *op. cit.*, pp. 151-152. Weeks, *op. cit.*, p. 41.

[56] Based on correspondence between M.H. Sherman and Col. J.H. McClintock, November 10, 1915 (MS at State Archives, Phoenix, Arizona).

CHAPTER VII

WILLIAM B. HORTON

FIRST FULLTIME SUPERINTENDENT

William B. Horton, a graduate of the University of Edinburgh, came to the Arizona Territory from Scotland where he was born and raised. He arrived in Tucson in 1874 to assume the duties of the first principal of the Tucson Public School. Horton ran for election for the Office of Superintendent in the fall of 1882.[1] He took office in 1883, becoming the first Superintendent of Public Instruction in Arizona to devote the whole of his time to the duties of this office.[2]

Horton was a dedicated educator who worked hard to develop the schools of the Arizona Territory.

The Twelfth Territorial Legislative Assembly

On January 8, 1883, Governor Tritle convened the Twelfth Territorial Legislative Assembly. This Assembly passed laws providing for fines on vice and gambling for financing of schools, authorizing Maricopa County to issue bonds and making it illegal to carry deadly weapons. According to McCrea the education legislation of this Assembly was written by Horton.[3]

On January 9, Governor Tritle presented his message to the Legislature, stating:

> I am inclined to the opinion that there are many small communities throughout our territory that fail to receive any advantages from our school fund, owing to the necessity of only organizing schools with large numbers of pupils. This is a sad condition, and I hope some remedy may be devised whereby sparsely settled localities may reap the benefits of our school laws.[4]

The Governor went on to request that the federal government be petitioned again for federal education funds.[5]

Horton prepared this message of the Governor's and reference to federal funds was in regard to the Blair Educational Bill which was being considered by the U.S. Congress to provide federal funding for education in the Territories which Horton supported as did Tritle in his speech (The Bill was not passed by Congress). Also the right of the Territory to sell its school lands was supported in Tritle's speech at the suggestion of Horton.[6]

The 1883 School Law

The school law of 1883 provided for: (1) the creation of teacher training institutes throughout the Territory; (2) the extension of the right to vote to women for school trustees; (3) the creation of new districts with a petition of a minimum of five taxpayers to create more rural schools; (4) the beginning of school libraries; and (5) the increasing of the number of required subjects in that part of the curriculum which was standardized.

The law also provided for adoption of textbooks only after authorized bids had been received. The Superintendent was provided $500 travel allowance and a $500 office expense allowance. The Legislature specified that all money from escheated estates, rents, properties of the Territory, as well as money from fines, forfeitures, and gambling licenses were to be placed in the Territorial School Fund. The law provided for a salary of $200 per month for County Superintendents who had at least ten districts but still retained the position within the office of County Probate Judge. Those counties that had twenty or more districts were required to have a teacher institute once a year, and teachers were required to attend. The law stated that every county, city, or incorporated town was considered a district if they had more than ten students; and that this local district must have an annual election; and, that both sexes could not only vote but hold office within the district. The law required the following subjects to be taught: English, writing, orthography, reading, arithmetic, geography, grammar, history of the United States, physiology, bookkeeping, vocal music, industrial drawing, manners and morals. Ten percent of the Territorial School Fund up to $200 was to be used in each district as a library fund which could be added to by donations and was to be available to all students and residents. The Territorial tax was again reduced due to the fact that the counties were beginning to receive more than sufficient funds to support their schools and, in fact, Superintendent Horton believed that County Superintendents were simply not capable or trained to handle the growing revenue and disbursements acquired by the school districts.[7]

The Twelfth Assembly specifically addressed itself to the responsibilities of the Board of Education and the Superintendent of Public Instruction in Act No. 33. It said the Board would be composed of the Superintendent, the Governor and the Territorial Treasurer, with the Superintendent serving as Secretary and the Governor as President. A majority of all members had to be present to validate an action. The Board was required to meet at least once annually as called by the President.

Powers and duties of the Board were as follows:

to adopt rules and regulations for the government of the public schools and libraries; to implement plans for the improvement and management of public school funds; to prescribe the rules for the examination of teacher and for a uniform series of textbooks; and to grant Territorial certificates based on examination or certificates from other states or territories having similar qualifications.* The Territorial certificate would have two grades, a first grade giving evidence and ability to teach at the high school level and the second grade showing the ability to teach primary and grammar grades. The act stated that the diploma-certificate could be revoked for immoral conduct or unfitness for teaching.[8]

The duties of the Superintendent still included a visit to all the counties at least once a year:

> for the purpose of examining the schools, of consulting County Superintendents, and of lecturing and addressing public assemblages...[9]

Twice a year the Superintendent was required to apportion monies to the counties based on the number of persons between the ages of six and twenty-one. In addition, the Superintendent was to report by the 15th day of December to the Governor concerning the status of Territorial schools. He was also required to produce and prescribe all the necessary forms and regulations for the schools and to have the school laws printed and supplied to the schools of the Territory. The Superintendent was responsible to appoint in each county a Board of Examiners consisting of the County Superintendent and two other competent individuals. The law provided that the Territorial Superintendent would receive $2,000 per year for this position.

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*These certificates were also called diplomas during this period.

The Superintendent of Public Instruction was given the authority to appoint the two other members of the Territorial Board of Examiners and to appoint all County Boards of Examiners.[10]

The Miscellaneous Provisions of the Act stated that textbooks adopted must be used for at least four years, that textbooks could only be changed in the months of July or August of any year, and that change of textbooks must be duly announced with sixty days notice, with the Board to receive sealed bids and proposals accompanied by copies of books from the publishers.

In Section 97 it was stated that any district that refused or neglected to use textbooks that were prescribed would have twenty-five percent of its school money withheld by the Superintendent of Public Instruction.[11]

The 1883 School Law: Interpretation

In the areas of certification, course of study, and textbook adoption, the Superintendent of Public Instruction was essentially given unlimited authority. It was within his power to apply fines or withhold tax money from school districts who did not use the textbooks as determined by the Board or did not use the course of study authorized by the Board. In addition, the Superintendent had indirect control of certification within the Territory by the fact that all people directly involved in certification were appointed by him. The 1883 law and the salary of $2,000 gave the Superintendency its highest power since the appointment of Governor John P. Hoyt.

Federal Funding - 1883

The issue of federal funding began over 100 years ago with the Assembly of the Territory of Arizona petitioning the federal government for direct funding of Territorial schools in 1883. At that time the federal govrnment would not allow any territory to sell its land until statehood. Therefore, territories, specifically Arizona in this case, were requesting money from the federal government for support of their public schools.

In view of the fact that there were sufficient monies at the time to support the schools, this could be considered a questionable practice. It would seem that there was no need for additional funding, but rather a need for improvement in administration and efficiency.

The petition to the United States Congress by Tritle is interesting when compared to the federal funding controversy that has occurred within recent times. Horton was not concerned about federal control being forced upon the schools. The petition stated that:

> Your petitioners believe that if some aid can be obtained from the general government for a few years, that when our schools will be established on a solid basis, and that there will be no danger of their retrograding, nor of people losing faith in our public school system.[12]

The Territorial Board of Education

On February 2, 1882, the Territorial Board of Education adopted regulations for County Boards of Examiners. They were forwarded to the districts on February 21, 1883. Within the regulations the following provisions were made: that all public schools must be first or second grade schools and that all teachers in the Territory had to hold First or Second Grade Certificates. The schools of each county would be graded in the month of September by the County Superintendent. The applicants for certification had to be of good moral character, at least eighteen years of age, and were required to completely answer all questions. The Board could give extra credit for teaching experience. The remaining rules concerned cheating and the proper filling out of the application. The First Grade Examination covered the following subjects: written arithmetic, written grammar, orthography, arithmetic oral, grammar oral, geography, history, methods of teaching, penmanship, composition, physiology, algebra, and word analysis. The Second Grade Examination was the same as the First Grade except that algebra and physiology were not required. Most teachers took the First Grade Examination and, if they were unable to pass, would settle for the Second Grade Certificate.[13] Examinations were given three times a year. A candidate had to score at seventy-five per cent or better.[14]

On February 21, the Board of Education met and distributed tax revenues to the various counties. Present at this meeting were Governor Tritle, Treasurer Butler and Superintendent Horton. Funding was apportioned as follows: Yuma County, $510.72; Apache $776.16; Pinal $520.80; Yavapai $1,747.20; Pima $2,089; Maricopa $1,108.80; Graham $378.84; Mojave $191.52; Gila $113.40;

and Cochise $1,086.96.[15]

The revenues apportioned from the Territorial Fund were no longer as significant as they had been in the earlier days with increased county taxes accounting for the major support of the school districts. This had the effect of limiting the authority of the Territorial Board and the Superintendent.

The Superintendent's Report

The Biennial Report of Superintendent Horton was published in 1885 and listed school statistics for 1883. The Territory, the document revealed, had 110 school districts with 104 schools. There was a total school age population of 10,283 but only 3,751 were enrolled. Average daily attendance was 2,554. The average length of the school term was still six months. The educational income for the Territory in 1883 was $101,390.02 of which only $77,998 had been spent. These statistics suggest the insignificance of the Territorial appropriation mentioned previously and bring into question the Twelfth Legislative Assembly's petition for federal funds.[16]

During the 1882-83 school year the counties listed the following schools: Yavapai, twenty-nine; Apache, fifteen; Cochise, eleven; Pima, ten; Maricopa, ten; Pinal, seven; Graham, six; Gila, three; Yuma, three;

and Mojave, three.[17]

There were forty-two male teachers and fifty-six female teachers. Instructional salaries continued to be low probably because of a teacher surplus. Horton stated that he felt salaries for teachers in the Arizona Territory were the best in the union, but it should be pointed out that these monthly salaries were based on an average of six months a year.[18]

Horton's biennial report stated the following in regard to the general improvement of the schools during the year 1883-84:

> Many of our teachers have had the advantage of normal-school training, and it is a noticeable fact that at least one-half of those who have applied for certificates during the last two years (25 were granted) are graduates of universities or normal schools. The standard of scholarship required for license to teach is being gradually raised throughout the Territory. The county examiners are using commendable zeal in the matter, and are more careful in granting certificates, and the consequences is better teaching ability is coming to the front.[19]

School income increased during Horton's tenure in 1883-84 to $205,901.28 with an expenditure of $161,861.57.[20]

In 1884 there were more children enrolled in the schools than ever before and their attendance was far more regular. Teachers were better qualified than in the past, and well built school buildings had increased during the year. Public support of schools was very positive and monies raised were more than double that of the previous year. The school term had been lengthened to seven months for the first time.[21]

Compulsory attendance though supposedly required by law was still much in discussion during the year 1884. The Arizona Champion, Flagstaff, commented:

> It may not be generally known that there is a law for the compulsory attendance of children to the public schools of Arizona,...Considering the reasonable provisions of the law it would be well for those who are disposed to violate it to remember that the penalty is severe and that the law is too plain to give a judge or a justice any discretion in the matter.[22]

In 1884, a famous Prescott pioneer, William O. "Buckey" O'Neill, serving as County Superintendent of Schools for Yavapai County, made a study of the attendance rates for the schools in the Territory and published his facts. He was able to show through statistics that only three out of ten enrolled students were in school and he advocated a strong legislative measure requiring compulsory education in the Territory.[23]

Recommendations

In his biennial report Superintendent Horton made specific recommendations for future improvements of Arizona education. He suggested that the next Assembly consider the appointment of an Assistant Superintendent to supervise the Superintendent's office so that Horton could travel to the schools more often. He also asked that his travel allowance be increased to $1,000 per annum. He felt that the schools needed the direct supervision of the Territorial Superintendent, particularly in view of the fact that no school in the Territory had as yet a full time administrator.[24]

University Land

Moses Sherman was credited with the selection, during his administration, 1879-1883, of the university school lands in the Flagstaff area surrounding the San Francisco Peaks. It should be noted, however, that Horton, in his travels, became aware that these seventy-two sections had timber which was being cut down by small logging companies. He alerted the federal government and the logging companies were ordered off the land. He was therefore responsible for having the school lands sufficiently controlled and regulated to protect the remaining timber.[25]

In 1884, Horton spoke out about the indifference, and in some cases negligence, of the district school trustees whom he felt were simply unprepared for their positions and therefore responsible for wasting the school monies. He suggested that the next Assembly consider a school law which would require that all County Superintendents and County Boards of Supervisors gain approval for all the expenses above $50 from the Territorial Superintendent. He also recommended that the trustees be elected earlier in the year so that they would have more time to hire qualified teachers and eliminate the use of emergency or non-certified teachers. In view of the large surplus of revenue, Horton rationalized that the county tax level should be reduced from a fifty cent minimum to a fifteen cent minimum. He also believed that the Assembly ought to pay travel for teachers who attended institutes. Many of the teachers had to travel as much as 200 miles. He also favored free textbooks for all students in the Territory and pointed out that many districts were already providing them on their own.[26]

Conclusion: Horton

With the end of William B. Horton's tenure in 1884 much had been accomplished in Arizona education, particularly in the area of administration and organization. Horton, who we know little about insofar as his personal life, applied directional talents in bringing together a Territorial school system. He spoke out against the irregularities and the inefficiency of school districts and county administration, pointing out the need for better fund regulations and better administration of schools in general. The Territory was prospering with mining becoming the major industry and increasing production to a total of $8,268,465 and the number of cattle increasing to 690,000 valued at $14,570,000.[27]

Little more is known of Horton after he left the office except that he was at a later date killed on the job as an Indian Agent in Southern Arizona.

FOOTNOTES

CHAPTER VII

[1] Samuel P. McCrea, "Establishment of the Arizona School System" *Biennial Report* (Phoenix: Superintendent of Public Instruction, 1908), p.110. *Arizona Citizen* (Tucson) January 2, 1875, p. 1, col. 3. Stephen B. Weeks, *History of Public School Education* (Washington, D.C.: Government Printing Office, Department of Interior, Bureau of Education, Bulletin 1918, No. 17), p. 45.

[2] Alfred Thomas Jr., *Public Education in Territorial Arizona 1864-1912, (MS in Archives,* Arizona *State University, Tempe)* p. 198. (1932).

[3] McCrea, *op. cit.*, p. 111.

[4] *Journals of the Twelfth Legislature Assembly*, 1883, "Governor's Message", p. 42.

[5] *Ibid.*, p. 43.

[6] McCrea, *op. cit.*, p. 112.

[7] McCrea, *op. cit.*, p. 111. *Laws of Arizona 1883*, pp. 3-4, 15-16, 33-61.

[8] *Ibid.*, p. 33-34.

[9] *Ibid.*, p. 35.

[10] *Ibid.*, pp. 35-57.

[11] *Ibid.*, pp. 57-58.

[12] *Ibid.*, p. 298.

[13] *Regulations for County Board of Examiners*, (MS at State Archives, Phoenix, Arizona), p. 55.

[14] Weeks, *op. cit.*, p. 47.

[15] Regulations, *op. cit.*, p. 54.

[16] McCrea, *op. cit.*, p. 112.

[17] Weeks, *op. cit.*, p. 47.

[18] *Ibid.*, p. 48.

[19] Thomas, *op. cit.*, p. 200.

[20] Weeks, *op. cit.*, p. 48.

[21] McCrea, *op. cit.*, pp. 112-113.

[22] *Arizona Champion* (Flagstaff), March 15, 1884, p. 1, col. 2.

[23] Jay J. Wagoner, *Arizona Territory 1863-1912 A Political History* (Tucson: The University of Arizona Press, 1970), p. 341.

[24] McCrea, *op. cit.*, p. 115.

[25] McCrea, *op. cit.*, p. 116.

[26] *Ibid.*, pp. 117-118.

[27] Martin, *op. cit.*, 1884.

CHAPTER VIII

ROBERT LINDLEY LONG:
PROFESSIONAL EDUCATOR

Robert L. Long was born on November 30, 1852, in Lancaster County, Pennsylvania. He obtained his professional education from Millersville (Pennsylvania) Normal School and continued from there to Dickinson College at Carlisle, Pennsylvania, until the junior year had been reached. While attending college, he supported himself by teaching school. In 1872 he traveled west to Boulder, Colorado, where he served as principal of the local public schools. At that time he became involved in the abstract business and prospected in the Colorado Mountains. Two years later Long returned to Pennsylvania and from there went to southern Africa working in the diamond mining industry for eighteen months before coming back to the United States. Then he became principal of the San Luis Obispo, California Public School. It was while fulfilling this obligation that he accepted a similar position as the first principal of the Phoenix Public Schools.

Long arrived in Phoenix in May, 1879. He was principal of the Phoenix Public Schools for two terms, 1879-80, and 1890-91. In 1881 he moved to Globe where he served as Clerk of the Gila County District Court and from 1882-84 as a judge in the probate court. In the fall of 1884 Long ran for, and won, election as Superintendent of Public Instruction. He soon found out, however, that it took more than winning a contest to secure his position, because Governor Tritle challenged the election stating that the Superintendent's Office was an appointive right of the Territorial Governor. Tritle did, however, appoint Long. The Assembly concurred. From that point on every Superintendent of Public Instruction until Statehood in 1912 had to run for election and be appointed by the Governor and/or be confirmed by the Assembly.[1]

Long served the longest of any individual as Superintendent of Public Instruction, working ten years in the office. He occupied the office from 1885-86, 1899-1902 and 1907-1910. Long was also interested in the abstract business in Phoenix and he became a principal of the newly formed Arizona Normal School at Tempe, when not serving as Superintendent. Eventually he became a member of the Board of Education of Arizona Normal School. He was chairman of the Territorial Board of Examiners and also served as a member of the Board of Regents of Arizona. Long maintained an active and interested membership in the National Education Association and became quite involved in their meetings and deliberations.

Before entering the office of Superintendent of Public Instruction for the first time Robert Long was already well trained in the field of educational administration. He had been principal of three communities in Colorado, California and Arizona. Later he became Superintendent of Schools in Gila County, from 1881 to 1884.[2]

Not only did Long have previous experience but his right to appoint the county superintendents and the Board of Examiners enabled him to accomplish much for the schools. The school law of 1885 set higher standards for certification and no new diplomas were granted during Long's term. A seven year course of study was adopted for the elementary schools under Long's administration.[3]

The most significant thing that Long did during his tenure was to co-author the School Bill of 1885 presented to the Thirteenth Legislative Assembly. Long worked hand in hand with Horton to write this bill. Here two of the most well-trained educators in the Territory, one succeeding the other in office, cooperated in preparing legislation considered necessary for the Territory. This measure would essentially remain the legal foundation for education until statehood. The two men attempted to put all educational programs under the direction of the Territorial Board of Education and this body "began to actually control the public schools."[4]

Weeks said that in spite of their talents neither Sherman nor Horton had the ability or the cooperation to totally organize the Territorial public school system. It was Long who did have the abilities: organizational, educational, and diplomatic to finally bring together the independent and different parts of the Territorial education system. [5]

The Governor's Message to the Thirteenth Legislative Assembly

On January 24, 1885, F.A. Tritle presented the governor's annual message to the Thirteenth Legislative Assembly. His remarks on education were drafted by Horton and Long. They were short and to the point. The school legislation to be presented also was written by the two previous superintendents. The governor said essentially that he agreed with all the recommendations contained in the Superintendent's report. He listed a few basic statistics to show that receipts for school funds had increased considerably, as had the valuation of school property. One of Long's recommendations was that the office of County Superintendent be separated from the Probate Judge.[6]

Once again the Governor requested a petition to Congress allowing the Territory to sell its school lands.[7] In spite of what he said regarding the excellent conditions of education in the Territory with taxable income of over $100,000 it still was popular to request federal aid for education. The Governor went on to request that the Superintendent of Public Instruction be made the university land agent to inspect the university lands and also to receive additional salary for this position.[8]

The Governor stated that he would deny the right of the Assembly to make the Office of Public Instruction elective, but he did appoint Robert L. Long who had already been elected and was responsible with Horton for preparing the Governor's message on education and the legislation that would be submitted thereafter.[9]

1885 School Law

The Thirteenth Legislative Assembly provided for the following in its school law: The Superintendent's salary was to be $4,000 for the two years 1885-86, with $600 for office expense and $500 travel allowance for the two years, an additional $500 for printing and mailing was also provided for a total Executive Budget for the office of $6,700. The legislature did not separate the County Superintendent of Instruction from the position of Probate Judge as requested. The school trustees were to be chosen in a separate election. The county school tax maximum was reduced to seventy-five cents per $100 to eliminate the embarrassment of riches, in spite of the fact that the Governor and legislature were constantly petitioning the federal congress for federal aid for education.

This school law strove to raise the standards of teachers by giving the Territorial Board of Examiners the right to supervise the Boards of County Examiners and to be responsible for issuing all certificates within the Territory. The credentials required for the issuing of certificates were fixed in this Legislation. The disciplines in which the teachers were to be examined for their certification were also established by the law. The Second Grade Examination included orthography, reading, penmanship, composition, arithmetic, grammar, history of the United States, methods of teaching, and school laws of Arizona. The First Grade Examination for teaching included all of the above, plus algebra, physiology, and natural philosophy. This was the first official requirement of professional educational preparation in the Territory.

The legislation directed that teachers' certificates would be revoked if a teacher used any books or literature concerning religion and/or religious practices. The sectarian statement of earlier legislation had also been so strengthened that the provision was now fought not only by Catholics but by the Protestant leadership in the Territory. Another significant provision of the school law was recognition for the first time of education for citizenship in the curriculum and it stated:

> It shall be the duty of all teachers to endeavor to impress on the minds of the pupils the principals of morality, truth, justice and patriotism;...to instruct them in the principles of a free government, and to train them up to a true comprehension of the rights, duties and dignity of American citizenship.[10]

Alburn Martin Gustafson, in his study of Arizona education, pointed out that this 1885 legislation gave the Territorial Board complete control. The County Board was required to use Territorial Board questions; and, the Territorial Board was given the power to make all the rules and regulations in regard to the examination. The Territorial Board could renew, revoke or grant new certificates; and, it could set the standards of proficiency for the passing of the examinations, which in 1885 was seventy-five percent for a Second Grade

Certificate and eighty-five for a First Grade Certificate.[11]

This legislation, could be characterized as the final product of an evolutionary process in education that had begun with the first comprehensive school act written by Safford in 1871. The following acts of 1873, 1875, 1879, 1883 and finally 1885 were but revisions, extensions, and perfections of the original 1871 act. Weeks stated:

> It can be accurately said that while more inclusive the law of 1885, and that of 1887, which appears as its final form, was only the act of 1871 writ large.[12]

The school law, as passed on March 12, 1885, revoked all previous territorial certificates, and required that new educational diplomas be given only to those who held First Grade Territorial or County Certificates for a year and had taught for at least five years. The requirements for the Life Diplomas required ten years of teaching experience instead of the original five. This once again enhanced the power of the Territorial Superintendent of Public Instruction who sat both on the Territorial Board of Examiners and on the Territorial Board of Education. It was his responsibility to prepare the questions, and it was his decision whether to grant Educational or Life Diplomas determining what experience and educational background from other states would be accepted.[13] The Territorial Superintendent was also given the authority to investigate all school accounts kept by county school officers and:

> ...the new control of the money power of the schools greatly increased the superintendent's prestige and power.[14]

The act provided for County Superintendents to receive the following salaries: $600 for Yavapai, and $300 for Mojave, Gila, and Yuma. The County Superintendent was to be fined $25 if he failed to visit a school and $100 for neglecting to report to the Territorial Superintendent of Public Instruction. These punitive measures also gave authority to the Territorial Superintendent. The legislation also gave the County Board of Examiners the right to represent the Territorial Superintendent in the examining of teachers and to enforce within the school districts the use of uniform textbooks and the course of study as determined by the Board of Education for the Territory. The program of instruction was based on a ten month school year, all of which was to be taught in English. The provision for teaching only in English had existed since the 1871 legislature. This would later provide the rationale for segregating Mexican from so-called Ammerican students in the Territory.

The legislature also stated that all school supplies should be provided free for the children, except textbooks, and it again retained the very strong section on prohibiting the use of sectarian books and tracts. The Territorial tax was reduced in this act to three cents per $100 valuation. The new school law provided that Territorial money be apportioned by allowing for each teacher a unit of eighty children at a sum of $500 per unit. Fortunately this would be changed in 1887 to a more reasonable amount of fifteen to fifty students for the first unit of $500 appropriation.[15]

The Thieving Thirteenth

On March 10, 1885, the Assembly gave Phoenix $100,000 for the establishment of an asylum, Tucson $25,000 for the establishment of a university (if Tucson would furnish the land), Tempe $5,000 plus land grants for a teachers' college, and Florence $12,000 for a bridge. For these acts this Legislative Assembly was given the name, "Thieving Thirteenth".[16]

Tucson, Yuma, and Phoenix all wanted the Capital within their boundaries. Having the state capital seemed to have major revenue generating advantages. It was a plum that Prescott had obtained and did not wish to give up, therefore those legislators representing the community of Prescott and the surrounding country became involved in a high stakes game of institutionalized poker. These legislators hoped that by buying the other communities off with the endowing of institutions they would be left with the capital at Prescott.

The most significant institution to be established as a result of this horse trading was the Arizona Territorial Normal School. Charles Trumbull Hayden, the father of Senator Carl Hayden, initiated this development. Hayden, from the distance of Tempe, was able successfully to determine what would happen at the Assembly. He instructed an employee of his, Assemblyman John S. Armstrong, Chairman of the Committee on Education, to obtain for Maricopa County and particularly for Tempe, a normal school. Armstrong did so. The only condition in the law was that Tempe, in order to receive the benefits of the $5,000 grant had only sixty days to secure a minimum twenty acre site. If they received the normal school grant, they would also receive the public school lands set aside for its support. Tempe citizens, George and Martha Wilson, quickly sold their land for a meager $500. The Wilsons did this as a courtesy to help the creation of Tempe Normal School.[17]

The Normal School was the first to open of the various institutions endowed and it developed a successful program. The total appropriations for the Normal School with lands and direct grants eventually amounted to $100,000. The Board of Education for the Territorial Normal School was confirmed with the following members: Charles T. Hayden, Joseph Campbell, and A.H. Stebbins. These three were appointees of the Governor. Also included on the Board were the Territorial Treasurer and Superintendent of Public Instruction. This board had the power to appoint the principal, teachers, and officers of the insititute. In reference to students the legislation said:

> Students were to be admitted after examination and any applicant not a person of good moral character, or who would not make an apt and good teacher was to be rejected.[18]

The Assembly required that any applicant enrolling at the Normal School could be required to file a signed document of their intention to teach school in the Territory. Students received teaching certificates after twenty-two weeks of study and successful completion of an examination.[19] The normal school received $3,500 for operating expenses; $5,000 for building; a territorial taxation subsidy of two and one-half cents per $100; and the endowment resulting from twenty sections, or 13,440 acres of Salt River Valley Land. This institution became the richest of all the plums granted by the Thirteenth Assembly.[20]

Those legislators, lobbyists, and general supporters from the southern Arizona area who wanted the capital returned to Tucson were the most aggravating and hostile group to the rest of the Assembly. However, they were given as a consolation prize the University of Arizona.[21]

The community of Tucson was not satisfied. It did not want to give up being the territorial capital site but enabling legislation for the University of Arizona passed without dissent. The initial set of regents included W.B. Horton, former superintendent, R.L. Long, who was then superintendent, and Charles M. Strauss, who would later be a Superintendent of Public Instruction. Two gamblers and one saloon owner donated forty acres of land on May 3, 1886, to construct the University of Arizona.[22]

The Governor delegated the responsibility of selecting the University Board of Regents to the Assembly, providing this body report to him on the religious affiliation of the appointees. Two Jews, one Presbyterian, two unaffiliated, and one unknown were nominated. Another provision for the University Board of Regents was that no more than two people on the Board could have the same religion, which indicates again the fear of any possible sectarian influence.[23]

Superintendent R.L. Long served on both the Normal School Board and the University of Arizona Board, giving him much responsibility for developing these two institutions of higher education.

The Territory's First Normal School

By January 11, 1886, the first building for the Normal School at Tempe was furnished at a cost of $6,497. It was the first building of higher education in Arizona. This institution formally opened on February 8, 1886, with Professor H.B. Farmer as principal earning a salary of $230 per month. There were thirty-three students in attendance. To be admitted a student had to be at least sixteen years of age and pass an entrance examination or have a certificate of graduation from a grammar or high school. Tuition was free to those students who signed an Intention to Teach following graduation. In the first year class the ages spanned from sixteen to thirty years of age with the average being nineteen. Twenty-four students were from Maricopa County and nine from Yavapai County.

The curriculum for the Normal School encompassed two years of work both in specialized disciplines and in teaching methods. Beyond that a student could take an Advance Course which would include an additional three years of Latin, advanced English, physical geography, geometry, general history, political economy, teaching methods, and the history of philosophy of education.[24]

The Implementation of the 1885 School Law

The new Common School Law went into effect on May 1, 1885, and the Territorial Board set forth to enforce specific rules:

> Minute and careful rules were drawn by the board for the direction and control of teachers and pupils, hours of study and of recreation, care of schoolrooms and houses, and all similar matters. The use of the text required by law was rigidly enforced...this was a beginning of State supervision and represents the preliminary steps in Territorial control.[25]

According to Long this legislation established the first complete Territorial system of education from primary level through the university level. This law has also been called the Foundation of Arizona's Mature School System.[26]

The first act of this Board was to approve and publish the:

> Rules and Regulations for the Government of the Public Schools of the Arizona Territory; adopted by the Territorial Board of Education.[27]

This official set of rules and regulations dealt specifically with the day to day operation of all classrooms. It stated when teachers would start school, take breaks, and how long the daily sessions would be according to the age of the student. It stated that the teachers were in charge of: students during play and recess time; the general conduct of the students; prescribing all rules in the yards, basements and out buildings as well as the school house; the ventilation and atmosphere of their school rooms; keeping a school register, requiring excuses from parents for absent or tardy students; and, seeing that pupils were sufficiently supplied with books and supplies.

Only those books authorized by the Board of Education could be used by teachers, and a teacher could not require that a student use or purchase any other books. The teachers were responsible for reading the rules and regulations to the students from time to time and for giving calisthenics, vocal, and breathing exercises. The regulations listed rules for pupils regarding sitting in a particular desk, absence, leaving school while in session, falling behind in work, and maintaining punctual attendance. Teachers were also charged with acquainting themselves with the parents and guardians and the preparation and execution of daily lessons so as not to be constantly restricted to the textbook. Teachers were required to explain their lessons with familiar remarks and illustrations and should endeavor to arouse and fix the attention of the whole class, and to occupy and bring into action as many of the faculties of their pupils as possible. Moreover, pedagogues should:

> ...exhibit proper animation... manifesting a lively interest in the subject taught; avoid all heavy plodding movements, all formal routine in teaching, lest the pupil be dull and drowsy, and imbibe the notion that he studies only to recite.[28]

These rules and regulations were officially adopted on August 17, 1885. The Territorial Superintendent's administrative authority was enhanced over districts and over the daily behavior and curriculum of pupils and teachers within each classroom.[29]

The Arizona Territory: 1885

In October, 1885, C. Meyer Zulick was made Governor of the Territory by Grover Cleveland. Zulick was the first Democrat and the first resident of the Territory to be appointed as Governor. One scholar has noted:

> ...schools were in politics, and any change in the control of national parties in Washington was felt in the public-school superintendency in Arizona. The result of this was bad. Every governor appointed his own friends to office, and as a

> result there was a rapid
> succession of officials, who,
> however earnest and devoted,
> were handicapped by inexperience.[30]

The 1885 report of the Superintendent of Public Instruction showed a total of 150 schools and a daily attendance of 3,266 with children not attending any public school numbering 4,151. There was an increase of school districts from 124 to 139 in the school year 1885-86, with twelve new school districts organized, and thirteen new school houses built. At the end of 1885 Superintendent Long, with the backing of the Board of Education and Examiners had implemented rules for the governance of schools and school libraries, devised plans for the management of these schools and funds, prescribed a uniform series of textbooks, and adopted a course of study for the schools.[31]

This was indeed a very good year for the Territory of Arizona. Out of this legislation was developed one of the most comprehensive school laws of the Territory and the creation of the major education institutions of higher learning in the Territory. Also established was the penitentiary in Yuma and the asylum in Phoenix, both of which were considered to be unnecessary at the time.[32]

A Textbook Controversy

On January 6, 1886, a letter was written to the Governor of the Territory, C. Meyer Zulick, by the principal of the Tucson schools, Dana Harmon. Harmon mentioned that as of the coming March, the five year contract for textbook adoption with the Appleton Company would expire. He also pointed out that he had written Superintendent Long earlier stating teachers' opinions regarding the Appleton textbooks and they they were not desirable for use in the Territory. Harmon said:

> My experience leads me to the conclusion that these Appleton textbooks cannot be successfully used in our Schools. They are crude in their gradation, requiring a higher average of teaching capacity than one can expect to or does find.[33]

Harmon went on to give a detailed description of the other textbooks in each of the categories, readers, geographies, arithmetic, algebra books, history books, natural sciences, etc., stating why these books were particularly unsuited, such as being antiquated and non-chronological. He finished his letter by saying:

> I trust that Arizona Schools will not during the coming 5 years be obligid (sic) to put up with second rate books when we can so easily secure first class at the same price.[34]

Following Principal Harmon's letter, W.B. Horton, on January 10, also wrote Governor Zulick concerning this matter. Horton mentioned that these books were in use during his tenure as Superintendent and that the teachers were most unhappy with them. Both men also brought up the fact that they had not received a response from the Territorial Board and specifically from Superintendent Long which presented the age old problem of lack of communication between those in the field and those in administration. Harmon and Horton would receive their reply when, on April 21, 1886, the Territorial Board of Education accepted again the bid made by D. Appleton and Company for supplying the textbooks for the next five years for all of the territorial schools. There is no mention in the minutes of the Board of Education of this correspondence sent to Governor Zulick, and it appears that said correspondence was ignored by both the Governor and the Superintendent.

It was also resolved by the Board of Education of April 21, 1886:

> That the Superintendent of Public Instruction be and he is hereby directed before the 1st day of July 1886 to cause a re-examination to be made of all persons holding Territorial Diplomas issued prior to May 1, 1885 in order that their capacity and qualifications to hold the same may be fully established

> or their unfitness demonstrated; that due notices be given to all such persons, and that if any refuse to submit to the said re-examination or fail in such examination to meet the requirements in scholarship established, than their Diplomas shall and the same will be revoked upon the report of the Superintendent of Public Instruction.[36]

On May 1, 1885, the Territorial Board of Examiners met to pass on a set of "Rules and Regulations Governing the Examination of Applicants for Territorial Certificates, and for the Government of County Boards of Examiners."[37] Attached to the regulations dated June, 1885 were the published "Territorial Series of Examination Questions." The first published territorial exam included questions regarding grammar, orthography, written arithmetic, United States history, word analysis, geography, school law, mental arithmetic, reading, methods of teaching, composition, penmanship, natural philosophy, physiology, and algebra. There were a total of ninety-two questions that had to be answered mostly in writing and a few by oral answer and the teacher candidates were given two days to complete the examination. The questions were difficult and far reaching.[38]

On July 10, 1886, the Territorial Superintendent published a resolution in the newspapers of the Territory stating that the Board had resolved that all teachers be re-examined, and that ten teachers had passed the set examinations, and that all other diplomas issued before the first day of May, 1885:

> Are hereby revoked and cancelled,
> subject, however, to the right of
> re-hearing upon good cause shown.[39]

This was a wholesale housecleaning of teachers in the Territory which could only have been done at the time due to the considerable teacher surplus.[40]

The resolution also stated in view of the act of Congress of May 20, 1886, special instruction was to be devoted in all schools to the nature of alcoholic drink, narcotics, and their effect upon the human system with specific emphasis upon physiology and hygiene. The Board had adopted textbooks on the subject of physiology with special reference to hygiene, alcohol, and narcotics.[41]

It would appear that by the summer of 1886 the Territorial Superintendent and the Board were flexing their new muscles of authority as given to them by the Thirteenth Legislature of 1885.[42]

The Superintendent's Report: 1886

Long's report for 1886 stated that there were 10,219 children in the Territory between the ages of six and eighteen of which 4,502 were of the compulsory school age of eight to fourteen. For the school years 1885-86, 6,072 were in attendance in public schools, and 1,024 were in private schools, most of which were Catholic, with a total of 7,096 enrolled in school. The average daily attendance for the school year 1885-86 was 3,507 or 57.7 percent. Also this year there were twenty-one new school districts with a total of 150 schools. The revenue for the school year 1885-86 had dropped from the previous year's $144,350.29 to $114,863.43. In view of this the school year for 1886 was cut by twenty-two days and the pay of teachers was lowered again from $91 to $80.45 for men and for women from $84 to $76.18.[43]

In the fall of 1886 Long was defeated in his bid for re-election by Charles M. Strauss. One person has hypothesized the need:

> ...to make room for a man in sympathy with the political ideas of the party which had lately come into control of the National government, and thus of that of the Territory.[44]

Long went on to serve as Principal of the Territorial Normal School from 1888 to 1890, and from 1890 to 1891 became the first Superintendent of the Phoenix School District. He would again serve as Superintendent of Public Instruction for two more terms for a total of ten years.[45] Long's influence would be felt in the Territory and State of Arizona for many years. As will be seen, each time he was re-elected or appointed to the Superintendency, he initiated educational reforms with ability and foresight.

FOOTNOTES

CHAPTER VIII

[1] *Portrait and Biographical Record of Arizona*, (Chicago: Chapman Publishing Co., 1901), pp. 186-187. Stephen B. Weeks, *History of Public School Education in Arizona*, (Washington, D.C.: Government Printing Office, Department of Interior, Bureau of Education Bulletin, 1918, No. 17), pp. 55-56. Samuel P. McCrea "Establishment of the Arizona School System" *Biennial Report* (Phoenix: Superintendent of Public Instruction, 1908), p. 130.

[2] Alfred Thomas, Jr., *Public Education in Territorial Arizona 1864-1912* (MS in Archives, Arizona State University, Tempe, 1952), p. 277.

[3] Thomas, *op. cit.*, pp. 277-279.

[4] Weeks, *op. cit.*, p. 56.

[5] *Ibid.*

[6] "Governor's Message" *Journals of the Territory of Arizona 1885*, pp. 148-149.

[7] *Ibid.*, p. 152.

[8] McCrea, *op. cit.*, p. 120.

[9] *Ibid.*, p. 123.

[10] *Ibid.*, p. 122.

[11] Alburn Martin Gustafson "A History of Teacher Certification in Arizona" (unpublished Doctoral dissertation, University of Arizona, 1955), p. 88.

[12] Weeks, *op. cit.*, p. 52.

[13] *Ibid.*, pp. 52-53.

[14] *Ibid.*, p. 53.

[15] Ibid., pp. 52-55.

[16] Douglas D. Martin, *An Arizona Chronology - The Territorial Years 1846-1921*, (Tucson: The University of Arizona Press, 1963) (no pages given) 1885.

[17] Jay J. Wagoner, *Arizona Territory 1863-1912 - A Political History* (Tucson: The University of Arizona Press, 1970), pp. 209-219.

[18] McCrea, *op*. *cit*., p. 128.

[19] *Ibid*., pp. 128-129.

[20] *Ibid*., p. 129.

[21] Wagoner, *op*. *cit*., p. 211.

[22] *Ibid*., pp. 212-213.

[23] McCrea, *op*. *cit*., p. 56.

[24] *Ibid*., pp. 136-137.

[25] Weeks, *op*. *cit*., p. 56.

[26] McCrea, *op*. *cit*., p. 123. Weeks, *op*. *cit*., p. 57.

[27] McCrea, *op*. *cit*., p. 130.

[28] *Rules and Regulations for the Government of the Public Schools of Arizona Territory* Adopted by the Territorial Board of Education (MS in State Archives, Phoenix, Arizona).

[29] McCrea, *op*. *cit*., p. 131.

[30] Weeks, *op*. *cit*., p. 60. McCrea, *op*. *cit*., p. 131. Martin, *op*. *cit*., 1885. Ellen Lloyd Trover (State ed) *Chronology and Documentary Handbook of the State of Arizona* (Dobbs Ferry, New York; Oceana Publications, 1972), p. 12.

[31] Martin, *op*. *cit*., 1885. McCrea, *op*. *cit*., p. 133.

[32] Martin, *op*. *cit*., 1885. Trover, *op*. *cit*., p. 12.

[33] Based on correspondence between Governor Zulick and Dana Harmon, January 9, 1886. (MS in State Archives, Phoenix, Arizona), pp. 1-2.

[34] Zulick- Harmon Correspondence, op. cit., p. 6.

[35] Based on Correspondence between Governor Zulick and W.B. Horton, January 10, 1886, (MS in State Archives, Phoenix, Arizona).

[36] Board of Education Meeting, April 21, 1886, (MS in State Archives, Phoenix, Arizona), p. 78.

[37] Board of Education Meeting, May 1, 1886, (MS in State Archives, Phoenix, Arizona), p. 100.

[38] Ibid.

[39] Board of Education Meeting, July 10, 1886 (MS in State Archives, Phoenix, Arizona), p. 81.

[40] Ibid.

[41] Ibid.

[42] Weeks, op. cit., p. 59.

[43] Ibid., pp. 58-59.

[44] McCrea, op. cit., p. 135.

[45] Ibid.

CHAPTER IX

POLITICS AND SUPERINTENDENTS

STRAUSS AND CHEYNEY

Introduction

Phoenix was officially reached by the Southern Pacific Railway on July 4, 1887. This opened the Salt River Valley for additional migration. On September 29, the Southern Pacific Railroad crossed the Colorado River at Yuma going west and finally had traversed the Territory. On October 27, 1887, ground was broken for the University of Arizona at Tucson. At the end of the year the Territory reported production of major minerals to be at $6,164,424 and the total number of cattle had risen to 875,000 with a value of $15,923,000.[1]

Under Long, the Office of Superintendent of Public Instruction reached another high point, as it had during Safford's tenure. The position declined in importance, however, under Charles Strauss and George Cheyney, Frethias Netherton and Thomas Dalton. One indication of the depths to which it sunk came on February 7, 1887, when A.G. Oliver, a member of the Lower House (Yavapai County) introduced a bill to abolish the Office of

Superintendent altogether. This bill not only received committee assent, but it almost passed in the Lower House. During this time the Superintendent lost his authorization to visit schools and no longer received an allowance for traveling, office expenses, and printing.[2]

Charles M. Strauss

Charles Strauss was born in New York City on April 15, 1840. Most of his time as a youngster was spent in Boston, Massachusetts, where he received his education. He then entered business in the states of Tennessee and Ohio before returning to Massachusetts where he became Secretary of the Democrat State Central Committee. Strauss moved to Arizona in 1870 and in 1882 he was elected Mayor of Tucson. He co-founded the Public Library in Tucson which was the first free public library in the Territory. He was also instrumental in getting the University of Arizona started. He next became Chief Clerk of the Territory. Strauss had no professional educational experience, but he did take an interest in education as Superintendent. He probably was the first Superintendent of Public Instruction to attend a National Educational Association meeting.[3]

Although elected in the fall of 1886, Strauss was not appointed by Governor Zulick until January of

1887. He served until the spring of 1890 when he was replaced by a political appointee who had not run for election, George W. Cheyney. Strauss would not give up his office, records, or position to Cheyney until forced to do so in June of 1890.[4]

The Fourteenth Territorial Legislature

On January 10, 1887, C. Meyer Zulick, Governor of the Territory, convened the Fourteenth Territorial Legislature. He stated in his message regarding education, that:

> Twelve school districts have been created, making a total of one hundred and thirty. Thirteen additional schoolhouses have been built. They are maintained in the Territory twenty-five grammar and one hundred and twenty-five primary schools. The appropriation for the past school year was fifty thousand dollars less than the previous year. The public schools were only kept open an average of one hundred and twenty-four days during the year, which is a matter of deep regret to all interested in the material welfare of the Territory. It is admitted that the permanency of our institutions depends upon the intelligence of the people...Universities and Normal schools are all right and proper, but should not be maintained to the detriment or injury of our public schools, upon the efficiency of which depends the education of the masses.[5]

The Governor described the status of the normal school and university and the fact that the first building at the normal school exceeded the appropriation, and therefore he requested funds to pay this overcost. He discussed the Normal School and the Territorial University and finished his remarks by saying:

> I respectfully suggest that as there are no high schools in the Territory where a scientific course and preparatory course of instruction can be taken, to fit our youths to enter college, the Normal School and University could be well utilized for this purpose.[6]

In reaction to this request the University and the Normal School began to provide a high school course.[7]

The Revised School Law of 1887

The Revised School Law of 1887 represented only a few changes from the Comprehensive School Act of 1885. According to Weeks, changes in regard to the Office of Superintendent were made as a compromise in order to retain the office in the face of Oliver's bill. This law also eliminated the requirement for the Probate Judge-Superintendents to visit their schools and the salaries of these appointees were set at $400, regardless of size of district. Some believe that the downgrading of the Superintendent's authority in the Territory had to do with the beginning of the fight for local control by school districts.[8]

The law also, for the first time, fixed teacher's salaries in the Territory with a First Grade certified teacher receiving a maximum of $125 per month and the Second Grade certified teacher being allocated a maximum of $90 per month. However, the bill set no minimum standard and included no provision for administrative salaries for city principals. They earned the same as their teachers. The legislation continued its strict requirements regarding certification:

> No warrants shall be drawn in favor of any teacher who does not hold a certificate issued by the board of examiners of the county, or by the territorial board of examiners, or diploma issued by proper authorities... No person is eligible to teach in any public school in this territory, or to receive a certificate to teach, who has not attained the age of eighteen years.[10]

At the end of the Act, in Chapter 19, Section 113, which pertained to textbook adoption, it was stated that the trustees of each district must enforce the use of prescribed textbooks and see that no other books be used. Neglect on the part of the trustees could result in a $100.00 fine or three months in prison and removal from office.

The Territorial Board of Education - 1887

In the spring of 1887, the Board of Education of the Territory was made up of new appointees. They addressed themselves to the Rules and Regulations for the Government of Schools as originally produced by Superintendent Long. One of the changes they made was to abolish all the forms of corporal punishment in the Territorial schools. In reaction to this the teachers of the Territory raised a loud objection. At the same time, this new Board of Education re-instituted some of the revoked certificates from the Long administration of 1885-86 and dropped the course of study that had been specifically implemented in the earlier legislature and by the previous board under Long. The new Board required that each teacher work out his or her own course of study.12

Correspondence

Following are some of the kinds of problems that had to be dealt with. School officials of the Territory took seriously their responsibilities in terminating teachers for immoral conduct. On February 22, 1887, on the stationery of the law firm of Lemon and McCabe of Globe, Arizona, a contrite former teacher, B.J. McGinnis, wrote directly to Governor Zulick instead of to the Territorial Superintendent requesting the reinstatement of his teaching certificate saying:

> ...I most willingly give assurance
> of my own determination to refrain

> from even the moderate use of
> alcoholic stimulants and to quit
> gambling forever.

In later correspondence the Superintendent mentioned that he had mailed to the Governor McGinnis' diploma to be signed by the Governor and issued.[14] McGinnis again wrote directly to the Governor on August 13 thanking him for the diploma and saying:

> I sincerely hope you will
> never have a reason to regret
> your action in this matter...

And he stated in a P.S.:

> I have been appointed principal
> of the schools here.[15]

Strauss was a political appointee of Governor Zulick but there appeared to be little working relationship between the two. Strauss was in more of a subserviant position to the Governor rather than an independent government official fulfilling his responsibilities under the law.

Charles Strauss wrote Governor Zulick on March 17 requesting that the Governor pay the following amounts: $114.75 for the general handling expenses of the office and sixty-eight dollars for the printing of school report blanks, stating that the Governor had refused to pay these previously. Strauss pointed out that these expenses were accrued previous to the passage of the last school act when there was still provision for payment of said expenses on the books.[16]

On August 2, 1887, Strauss again wrote the Governor reporting that for the days of July 13, 14 and 15 he was in Chicago attending "The Convention of Educators", which would be the National Education Association convention and he said:

> ...I succeeded in giving Arizona an educational standing in the National Association, and learned many things, now that I hope to apply for the benefit of our Schools.[17]

Report to the Governor - 1887

Strauss, in his cover letter to the Governor transmitted with his report, said:

> I might have furnished you more statistics were it not for the fact that they would be very imperfect and inaccurate, necessarily. The reports that the law requires county superintendents to furnish me on the first of August have not all reached me even yet, but as far as I can discover by approximation while the number of schools have increased in the territory, the actual enrollment of children has decreased. This might not be construed to show not only a decrease in population but a decrease in the interest in educational matters. The amount of money raised for school purposes has been considerably less than the previous year, while in justice to the cause the amount should have been much greater. The law itself--

> the old as well as new one---is very ineffective, and when you take into further consideration that up to the time that I took charge of the office it was almost entirely ignored by all school officers, you will find that I would prefer not to brag much about the Arizona educational system until I have been able to remedy some of these very important defects.
>
> I can assure you I have worked very hard and the prospect before me is not a very pleasant one.
>
> The public schools in this city (the largest in any one locality in the territory) opened this morning. I made it my business to be present at the opening and found that the teachers either had no knowledge of the law at all or entirely ignored it.
>
> I merely cite this as a balance of the territory.
>
> I can make the further assertion that I do not believe there is a single exception in the entire territory to the fact that every apportionment made heretofore by county superintendents to their several districts has been illegal, improper, and unjust. I can enumerate many instances like this and have been studying the law continually with the view of discovering some means that I can utilize for the purpose of rectifying these errors.
>
> I find I have not any power in the premises...I write this letter more in the shape of a friend seeking advice than in the shape of an official to his superior.18

This letter, written on September 19, 1887, from Tucson, indicates the decline of power and authority in the Office of Superintendent of Public Instruction. Strauss is portrayed as a very frustrated if not weak individual petitioning a superior for some sort of moral support.

Strauss stated that there were about twenty-five schools established but total expenses decreased to about $112,000 from $135,000 in the year before.[19]

On March 17, March 18, and March 20 the examination questions for certification were published in the Territory. One might wonder how valuable such an examination would be, with questions being published before the dates of the examination in spite of the difficulty of the questions. It is not clear if this was the responsibility of Superintendent Strauss, the Board of Examination or the Governor.[20]

In a letter to Governor Zulick on May 2, 1888, Strauss portrayed the difficulties he was facing as Superintendent. He enclosed two diplomas to be signed and explained that he had been writing the Territorial Treasurer for three months regarding them and had received no reply. He apologized for bothering the Governor but asked that he approve and sign and have the Treasurer sign the diplomas and return them to him. Strauss stated:

> I can't imagine why myself and the business of this office should be treated with such contempt.[21]

It would seem that the Superintendent must not only have the Governor sign but also approve diplomas, a task which had originally been the prerogative of the Superintendent of Public Instruction. It is difficult to judge whether the office had been so totally weakened or whether it was merely being filled by a weak individual.

On October 28, 1888, Superintendent Strauss decided to take on William "Buckey" O'Neill in the Prescott Courier. He is quoted as saying:

> I understand that W.O. O'Neill, Probate Judge and ex-officio Superintendent of Public Instruction of Yavapai county, denies that he robbed Prescott and Flagstaff of school moneys and gave it to other districts. The best thing to do is to present the matter to the District Attorney and let him enter suit immediately to mandamus the Judge to do his duty.22

In his Superintendent's Report, Buckey O'Neil evened the score for this rather biased statement. O'Neill wrote that the problems of Territorial education were due to:

> ...the number of leeches, of more or less magnitude, who have attached themselves to the school system of the Territory, for the purpose of appropriating to their own use and benefit the money which should go to educating the young.
>
> A Territorial Superintendent, three territorial examiners, three members of the Territorial Board of Education, five members of the Board of Education of the Normal School, a president

> and six regents of the Territorial University --- which latter body possesses a treasurer, a secretary and a librarian. Truly a nice array, with perequisites and salary attached to each office, until thousands of dollars are paid out to such officials by the Territory, with no quid pro quo in return. Take as example the office of Territorial Superintendent, created in 1879, to please a Prescott pedagogue. A salary of $1,000 a year was attached to the position-out of which salary the traveling expenses of the officer were to be paid. Originally a sinecure it has never ceased to be one. The only change has been in the salary which has been increased until to-day the incumbent draws yearly from the treasury of the Territory $3,000 as traveling expenses, etc., etc. In return for this sum the Territory receives nothing, while the Superintendent spends his time in sojourning wherever pleasure may call him. From the outset the office has been a barnacle, a parasite, a fungus, and will continue to be while it lasts. It may serve to reward political services, but the Territory will never profit from it. No responsibility being attached to it, no ability is required to fill it, and no endorsement but favoritism required to secure the appointment which rests solely in the hands of the Governor. As it is with the position of Territorial Superintendent, so it is with the others.[23]

Report of the Superintendent of Public Instruction for the Years 1887-88

On January 7, 1889, Charles Strauss submitted a printed and complete school survey to the Governor.

He presented general information concerning the Tempe Normal School, listing the course of study which included general studies the first two years with the third year devoted to teaching courses which included political economy, primary methods, geography methods, pedagogy, school management, and general principles in teaching. Professional work of teaching at least one class in arithmetic, geography, grammar, spelling, reading, and penmanship for half a term was required under the supervision and criticism of the principal. Strauss' report included information on various counties. In Apache County, Strauss wrote, the superintendent drew an extra $200 in salary, and when Strauss requested the excess money be deposited in the school fund the superintendent refused. Also, from Apache County Strauss received a plea for intercession on behalf of a teacher who had been dismissed due to political differences between her father and the School Board. Strauss' letter to the Chairman of the Board of Examiners was never answered, so he personally investigated the case and found the lady's charges to be correct and removed one of the members of the Board of Examiners in retaliation.[24]

Strauss listed a resolution of the Cochise County Teachers' Institute against the forbidding of corporal punishment by the Territory. The teachers felt the law interfered with proper discipline. They also presented a resolution against series of textbooks adopted by the board which they said were impractical, unsatisfactory, and useless.[25]

Strauss quoted the Graham County Superintendent as follows:

> The reduction of the salary of School Superintendent and the repeal of the law allowing mileage for visiting schools have tended somewhat to interfere with the proper inspection of the school. Notwithstanding this, during the past year I have visited eleven of the thirteen districts and am pleased to state found them in a very satisfactory condition.[26]

This superintendent also related complaints from his teachers about the recent Board of Education dispute prohibiting corporal punishment. The County Superintendents in general appeared to be very critical of the Board of Trustees in their respective districts, complaining that they cared little about the actual running of the schools.[27]

The report from Yavapai County was submitted by William O. "Bucky" O'Neill. Strauss had not hesitated to list every complaint he received from individuals concerning Mr. O'Neill. However, he went on to include O'Neill's recommendations for education in the Territory, specifically the enactment of a tough compulsory school act. O'Neill's statistics showed that thirty-one children out of every hundred in the Territory actually attended school. O'Neill said:

> If we do not, like older communities, possess the facilities to give them a trade, let the Territory see to it that they receive at least the rudimentary elements of an education by forcing them, if necessary, to attend the school provided at such great cost for their benefit.[28]

Strauss continued his report saying that there were too many political friends who had teaching jobs. Because of the political situation Strauss supported a tenure law which would assure teachers of permanent positions unless they were discharged for specific cause.[29]

Strauss said the teachers' salaries should be based on incentive and success achieved. He complained:

> I know of teachers in this Territory, that do not take a single educational journal, nor read an education book, belong to no educational associations, and never attend an institute.[30]

Strauss mentioned his visit to the National Education Association convention in Chicago and stated that he was able to help form a teachers' organization within the Territory which would be called the Territorial Teachers' Association.[31]

In this official report Strauss took the side of the Territorial teachers in advising the Board to reinstate the corporal punishment provision and that:

> ...the teacher should not be deprived of his or her discretion in exercising it.[32]

Strauss stated the Territory should provide free textbooks for all students and finished his report with specific suggestions to the legislature advising them to: provide free textbooks; compel school districts to elect trustees; compel school districts to levy a tax to maintain at least a six month school; re-establish a proportionate salary for County Superintendents; allow school districts to issue bonds at their own discretion; provide for a deputy for the Territorial Superintendent, and for:

> Allowing the establishment of Kindergartens and High Schools.[33]

He specifically requested that the legislature give the Superintendent of Public Instruction the power to define and enforce all parts of the school law in regards to any disputes. He said he had been powerless to act in dealing with educational matters in the Territory.[34]

SCHOOL STATISTICS-1888

Enrolled Students	No. of Schools	Cost per Child	Length of Year	No. of Teachers	Expenses
6,617	3,849	$5.01	6 3/4 mos.	191 at $80/mo.	$130,212

School Property Value
$222,270

Source: Report of Superintendent of Public Instruction. Strauss to Governor. 1887-1888.

At the end of the year 1888 it was reported by the Governor that the taxable property in the Territory had risen to a value of $30,000,000. On December 31, it was also reported that silver and gold production had dropped to $3,000,000, where as copper had risen to $5,300,000 and would continue to be the major metal of the Territory.[35]

The Fifteenth Territorial Legislature - 1889

The Fifteenth Legislative Assembly was convened on January 21 by Governor Zulick and on January 29 the legislature voted to move the capital this time permanently to Phoenix. It adjourned and reconvened on February 7 in Phoenix where the Governor gave his message.

Zulick had little to say about education, addressing himself only to the problem of school lands and saying the Territory should be given the same rights as the states to sell or dispose of lands as they wished to help pay the school expenses of the Territory. Therefore he wished Congress to be petitioned to give the Territory the same privileges as states in this matter. Before the session ended, Zulick had been replaced by a new political appointee, Lewis Wolfley.[36]

The Assembly did little for education that year. It did pass a new compulsory school law which was very similar to that of 1885, but it was declared null and void by the Territorial Attorney General because it could not be legally enforced.[37]

Governor Zulick was replaced in the spring of 1889 by Lewis Wolfley due to a change of administration in Washington, D.C. Wolfley replaced Strauss with his own appointee, George W. Cheyney. Strauss refused to move from his office or to give up any of his records in protest of the action. Strauss had also been a political appointee and was inexperienced in the field of education, but he did make attempts in education. His traveling to Chicago to attend the National Education Association convention and, upon his return the establishment of the Territorial Teachers' Association in Arizona was a very important development in Arizona education. But studying the records left from his period of office it would seem, in view of the considerable salary which was more than the other Territorial officials including the Governor, that there was very little done as far as a day to day administration of Territorial education.

George W. Cheyney

George Cheyney was born in Philadelphia, Pennsylvania on September 1, 1854. He obtained his early education there. In 1871 he went to New York City where he worked for an optician. Following this experience, he returned to Philadelphia and from there moved on to Atchison, Kansas and Leadville, Colorado, and then returned again to Philadelphia. In 1881 he settled permanently in Tombstone, Arizona, working in the mining industry and eventually becoming the Superintendent of Tombstone Mill and Mining Company. During this time Cheyney had become involved with the Republican party, becoming a staunch worker serving on both the Territory and County committees. He was a member of the Constitutional Convention of 1890 and also the Republican nominee for delegate to the Congress but was defeated by his Democratic opponent. On April 8, 1889, Cheyney was appointed by Wolfley, a Republican, as Superintendent of Public Instruction. At the time of his appointment he was also a member of the Territorial Council from Cochise County. Because of the hostility of the Democratic legislature towards the Republican Governor Wolfley and the Republican Superintendent Strauss, the salary was cut from $2,000 to $750 that year. Cheyney conducted his office business from Tombstone.[38]

At the end of year 1889, Cheyney submitted the Territorial Education Report to the Governor in longhand. He mentioned that he had made a demand upon Charles Strauss on April 18 to remove himself from office and turn over his official papers and records to him. Cheyney went on to say Strauss acknowledged receipt of the letter but declined to relinquish any of the records of the office or documents concerning the office. Cheyney stated that he would no doubt soon receive these materials from Strauss because the law of the Territory demanded it. Cheyney gave a very general report without statistics stating that education in the Territory had improved and increased, but due to Strauss' hostilities he had not been able to receive all of the necessary figures for such a report.[39]

In a letter written January 12, 1890, to Acting Governor Murphy, Cheyney reported that he still had not been able to obtain the records from Strauss. Strauss refused to deliver the Seal and Records of the Board of Education, or the records of School Census of June 1889, stating that he was legal custodian of the records and was awaiting instructions from the Governor. Cheyney ultimately obtained the records after the furor died down.[40]

The Territorial Board of Education - 1890

On May 17, 1890, the Territorial Board of Education printed and submitted to the schools of the Territory a new set of regulations governing the examination of applicants for teachers' certificates and for the government of County Boards of Examiners. The subjects that the teachers would be tested on were: arithmetic, grammar, orthography, United States history, geography, reading, composition, defining, penmanship, mental arithmetic, methods of teaching, school law, hygiene, physiology, natural philosophy and algebra. The questions were the same for both First and Second Grade Certificates with a candidate being awarded a First Grade Certificate by obtaining an eighty percent grade and a second grade certificate for sixty-five percent. The board went on to say that the Territorial Board of Examiners would recommend the issuance of diplomas to those who had similiar diplomas from other states, those who were graduates of normal schools, and those who had satisfactorily passed the above mentioned examination.[41]

By 1889 the educational tax situation had become very involved, complicated and inefficient. In view of the average daily attendance in the Territory of 36.5 percent for the year 1889, Cheyney recommended a very strict compulsory school education law. He also supported the establishment of a high school program in the Territory.[42]

In 1890 Cheyney developed and had approved by the Board of Education a standardized form for apportionment of Territorial funds for the counties for educational purposes. There were 12,976 school age children for which $5,000 was apportioned to the ten counties. This would indicate how small the Territorial apportionment of school revenues actually was as compared to the total education budget per year for the Territory which was in excess of $150,000.[43]

The Biennial Report of the Superintendent: 1890

At the end of the year 1890 Superintendent Cheyney published a thorough report on Arizona education. He stated that schools had increased from 197 in 1888 to a total of 219 in 1890 and that average daily attendance in the Territory had increased from twenty-four percent in 1883 to thirty-six percent for the year 1890. He continued by pointing out that although the average salary had decreased slightly it was still one of the better salaries in the United States and was:

> ...so eagerly sought as to render possible the selection of teachers of the highest grade.[44]

Cheyney, however, failed to state that the Territorial schools were still maintained for an average of only six months as compared to nine or ten months school years in the established states. In discussing textbooks, Cheyney mentioned that in 1889 the Assembly had amended the law permitting districts of over 2,000 inhabitants to select their own textbooks, that the present list as originally adopted in 1881 was still in effect, and that it would be another four years before the textbooks could be reconsidered.[45]

Superintendent Cheyney pressed for a uniform system of records and accounts for the Territorial school system because all the counties had a surplus in taxes

These taxes were collected by 187 local Boards of Trustees, ten County Superintendents, and the Territorial Superintendent. It was impossible to maintain accurate records of the annual expenditure of upwards of $200,000 under this system.[46]

Cheyney also recommended that the Territorial

Superintendent be empowered to prepare and prescribe throughout the Territory a uniform system of records for school monies, that he be required to visit all the counties and schools in the districts to audit such records, and that he should be paid for the actual and necessary travel that he incurred.[47]

Concerning the Office of Superintendent of Public Instruction, Cheyney recommended that it be elective:

> Not only is the principle correct and the selection left to the people, where it belongs, but the efficiency of the office would, in my judgment be greatly increased.
>
> The duties imposed upon him by law render him in many cases the superior officer of the county organizations, while the fact that he owes his position solely to the will of some appointing power, while they have passed the ordeal of public selection, detracts largely from the prestige of his office.[48]

The controversy of appointive versus elective superintendent would continue throughout the future of the office. Following statehood, when the office was elective, people began to suggest that it be appointive.

The Sixteenth Legislative Assembly of 1891

On January 20, 1891, the newly appointed Governor N.O. Murphy, presented his message to the Legislative Assembly. Of the office of Superintendent of Public

Instruction he said:

> I believe that the office of Superintendent of Public Instruction should be maintained, as it seems to me necessary to the proper conduct of educational matters. The scope of the office may be enlarged and the regulations governing it changed so as to make the services more effective, and it would also seem appropriate that the incumbent of the office should be a capable and experienced educator, but I certainly recommend that the office be maintained.[49]

This statement indicates that the existence of the Office of Superintendent of Public Instruction had certainly been questioned and that the Governor felt compelled to defend it to the legislature. Under the heading of School Laws, the Governor said:

> In addition to the duties now required of the Superintendent of Public Instruction, he should be required to visit the different counties in the Territory, and ascertain the true condition of the schools therein. He should examine the accounts of all school officers, and be empowered to prosecute all persons who may be charged with delinquencies. He should attend all teachers' institutes held in the Territory and deliver lectures to the teachers pertinent to the profession of teaching. The reasons for these changes are self-evident.[50]

It would appear that the Governor, in hopes of maintaining the Office of Superintendent, was recommending an enlargement of the Superintendent's duties and these recommendations seemed to be based on earlier suggestions made by Superintendent Cheyney and submitted to the Governor. Another significant recommendation from the Governor was that teachers should be allowed to serve on the County Board of Examiners.[51]

The Governor urged that the earlier privilege given to certain large cities for the selection of textbooks be eliminated and that the prerogative again be totally reserved for the Territorial Board and the Superintendent. During this time the legislature had other ideas not particularly charitable, of what to do with the Superintendent of Public Instruction. Bills were introduced during this legislature to reduce the salary of the Superintendent, to make his office part of the County Superintendent's wherever the Territorial Capitol was located, and to abolish the Territorial Board of Examiners; but, none of these had sufficient support to pass.[52]

The Legislature passed a regulation which stated that County Examiners were hence forth forbidden to help teachers pass their certification examination. At this time, too, a law for the establishment of kindergartens in the Territory was established as was an act for the education of the deaf, dumb, and blind.[53]

On March 17, the Legislature passed Act No. 48

which stated there would be an office of Superintendent of Public Instruction and the person holding that office would receive an annual salary of $750.[54]

Act No. 100 as passed on March 19, 1891, indicated that it was not easy to require total and complete conforming certification of all employed teachers because there was no longer a teacher surplus. It stated that:

> ...in cases where it is impracticable to obtain a teacher holding a certificate of the proper grade for any part of a school year the Board of Trustees of any district may employ a teacher holding a certificate of the new lower grade.[55]

Cheyney was specifically responsible for including and having passed by the Legislative Assembly an act disallowing the 1877 custom of requiring specific permission from the Legislative Assembly for every bond to be issued by a school district. The 1891 Assembly gave permission to District Trustees to issue bonds not to exceed four percent of the assessed valuation of their property with the provision that the local tax of the district be responsible for paying it.[56]

The Sixteenth Assembly did little in the area of educational legislation, depending upon the Revised Code of 1887. One of the more significant changes made by this legislature was the reduction of the salary of the Superintendent as an obvious reaction not only to the office and officeholder of the time but to the specific request of Governor Murphy who had hoped to enlarge and enhance the office instead.

The School Land Controversy

The question of school lands and their control and ownership was a continual matter of discussion throughout the Territory and one newspaper editorialized:

> Sell the school lands and give the children of the pioneers of this Territory as good an education as they could have had had they remained in some of the more civilized parts of the country.[57]

Congress was continually petitioned for the right, similar to that of a state, for the Territory to disburse of its lands and utilize the funding for the Territorial school system. In a letter of July 24, 1890, Superintendent Cheyney in writing to Governor Wolfley says:

> This school land question will never be settled until we get control of them, either as a state(sic) or Territorial control as in your bill.[58]

It would seem fortunate that Congress chose to ignore or to react negatively to the constant petitioning by the Territory of Arizona in an attempt to gain the right for the disbursement of the Territorial Land Grant. As already shown in this study, funding for the

Territorial school system was more than adequate with surpluses being carried over from year to year. Some counties accrued so much money that newspapers and Territorial officials were becoming concerned about mismanagement of funds. Perhaps if the United States Congress had given in to these petitions and finally granted the Territory the right of sale, the money would have been mismanaged and misspent for other than responsible purposes. Fortunately the lands were retained as Territorial property until Statehood when the governing bodies of the state had achieved a degree of maturity.

Territorial Teachers' Association

On December 19, 1892, the first meeting of the Territorial Teachers' Association of Arizona was held. Superintendent Cheyney is given credit for calling this first meeting, and he became the first president of the Territorial Teachers Association. The organization did not hesitate to involve itself from the start. Resolutions of this group reflected a deep interest in territorial educational matters. The organization resolved that the textbooks as adopted by the Board of Education were:

> ...defective as an aid to either pupil or teacher and far inferior to other books now in use in other States and

> that a change in text-books is greatly desired.[59]

The Association went on to create a steering committee made up of a Dean from the University of Arizona, the Principal of the Territorial Normal School, public school teachers, and a public school principal who were:

> ...to consult with the Territorial Board of Education, show said board the necessity of a change in text-books, assist said Board in making such change and in the selection of text-books.[60]

The Association went on to make various suggestions including a resolution that the office of the Superintendent of Public Instruction and County Superintendent be filled by professionals. They also requested that the office of Probate Judge and County Superintendent be separated. In regard to certification, the Association wanted to eliminate the several different classes in existence and amend the law authorizing temporary certification and instead give County Boards of Examiners the authorization to examine a candidate any time during the year when the need should arise. The Association recommended that the Second Grade Certificates be revised to include the existing requirements of algebra, natural philosophy, and physiology that had been required only for the First Grade examination. The First Grade examination was reworded to include studies of geometry, psychology, chemistry, geology, pedagogy, history of education, school economy, and school government.[61]

The first meeting of the Association was most concerned with the improvement and upgrading of the professional teacher requirements within the Territory.[62]

The Association also recommended:

(1) Per diem allowance for those teachers attending county institutes;

(2) That only teachers holding First Grade Certificates could sit on the County Boards of Examiners;

(3) That provision should be made in the law for common schools to combine for the support of one high school and therefore have a unified district;

(4) That music be required as a branch in all common schools;

(5) That trustees should be re-elected or elected before the closing of each school term;

(6) That right schools be established in settlements with larger populations and that these be supported by school funds; and

(7) That all teachers in the Territory be required to investigate and report on the textbooks they used and their recommendations.[63]

The Seventeenth Legislative Assembly

In his message to the Assembly given on February 14, 1893, the Governor, in reference to the Superintendent's office, said:

> I recommend that the duties of that office be extended and specifically defined, and that the compensation of the superintendent be fixed at such a sum as will enable that officer to give exclusive attention to educational matters; otherwise it would be better to abolish the office. The present salary is eight hundred dollars per annum, and no provision for traveling or other expenses, practically prevents efficient services. The affairs of the office during the past two years have been well and carefully conducted, considering the limitations imposed by law.[64]

In response the legislature enacted Act No. 80 which reconstituted the Territorial Board of Education to consist of the Governor, the Territorial Treasurer, the Superintendent of Public Instruction, the Principal of the Territorial Normal School, and the Chancellor of the University of Arizona, and that the Superintendent should receive a salary of $1200 per annum. In reference to the recent Territorial Teachers Association meeting, the Legislature approved a travel allowance for teachers attending institutes and life diplomas for teachers who had ten years successful teaching and passed an examination.[65]

The educational legislation also provided for the establishment of: a Territorial library to be located in the Capital; a reform school; and a basic grant to establish the Northern Territorial Normal School at Flagstaff.[66]

It is possible to extrapolate from the Governor's message, from the resolutions of the Territorial Teachers Association, and from the Acts of the 1893 Legislature that there was indeed interest and support in making and preserving the Office of Superintendent of Public Instruction and in fact enlarging its responsibilities by recognizing the need for a central administration in control of territorial education. Of specific note is the reaction of the Territorial Legislature to the resolutions of the first meeting of the Territorial Teachers' Association; these resolutions were passed verbatim in the Seventeenth Legislature.

On April 13, 1893, newly appointed Governor Hughes replaced George W. Cheyney with Frethias J. Netherton who would continue to serve in this office until May 15, 1896.[67]

FOOTNOTES

CHAPTER IX

[1] Douglas D. Martin, An Arizona Chronology - the Territorial Years 1846-1912 (Tucson: the University of Arizona Press, 1963) (no page numbers given), 1887. Samuel P. McCrea, "Establishment of the Arizona School System", Biennial Report (Phoenix: Superintendent of Public Instruction, 1908), p. 135.

[2] Stephen B. Weeks, History of Public School Education in Arizona, (Washington, D.C.: Government Printing Office, Department of Interior, Bureau of Education Bulletin No. 17, 1918), pp. 62-63. Revised Statutes of Arizona 1887, p. 274.

[3] The Arizona Republic (Phoenix), January 29, 1891. McCrea, op. cit., p. 138.

[4] Weeks, op. cit., p. 61.

[5] "Governor's Message", Journals of the Territory of Arizona 1887, pp. 240-241.

[6] Journals 1887, op. cit., p. 242.

[7] McCrea, op. cit., p. 139. Revised Statutes, op. cit., p. 273.

[8] Ibid.

[9] Ibid.

[10] Ibid., p. 285.

[11] Ibid., p. 291.

[12] Weeks, op. cit., p. 63.

[13] Based on correspondence between Governor Zulick and McGinnis, February 22, 1887, (MS in State Archives, Phoenix, Arizona).

[14] Based on correspondence between Governor Zulick and Strauss. August 2, 1887. (MS in State Archives, Phoenix, Arizona).

[15] Based on correspondence between Governor Zulick and McGinnis, August 13, 1887. (MS in State Archives, Phoenix, Arizona).

[16] Based on correspondence between Governor Zulick and Strauss, March 17, 1887. (MS in State Archives, Phoenix, Arizona).

[17] Based on correspondence between Governor Zulick and Strauss, August 2, 1887. (MS in State Archives, Phoenix, Arizona).

[18] Letter from Strauss accompanying Report of Superintendent of Public Instruction. Strauss to Governor Zulick, September 19, 1881. (MS in State Archives, Phoenix, Arizona).

[19] Report of Superintendent of Public Instruction. Strauss to Governor Zulick, September 19, 1881. (MS in State Archives, Phoenix, Arizona).

[20] Tombstone Prospector (Arizona) March 17, 1888, p. 3, col. 4.; March 18, 1888, p. 2, col. 3, March 20, 1888, p. 3, col. 4.

[21] Based on correspondence between Governor Zulick and Strauss May 2, 1888. (MS in State Archives, Phoenix, Arizona).

[22] Prescott Courier (Arizona) October 28, 1888.

[23] Report of Superintendent of Public Instruction. Strauss to Governor, 1887-1888, (MS in State Archives, Phoenix, Arizona), pp. 21-22.

[24] Ibid., pp. 1-6.

[25] Ibid., p. 6.

[26] Ibid., p. 8.

[27] Ibid.

[28] Ibid., p. 21.

[29] Ibid., p. 23.

[30] Ibid.

[31] *Ibid.*, p. 24.

[32] *Ibid.*, p. 25.

[33] *Ibid.*, pp. 32-33.

[34] *Ibid.*, pp. 34-35.

[35] *Martin*, op. cit., 1888.

[36] "Governor's Message" *Journals of the Arizona Territory 1889*, pp. 19-20.

[37] Weeks, *op*. *cit*., p. 64.

[38] Weeks, *op*. *cit*., p. 61. *Tombstone Prospector* (Arizona) October 5, 1888, p. 3, col. 3. *Portrait and Biographical Record of Arizona* (Chicago: Chapman Publishing Co., 1901) pp. 113-114. *Tombstone Prospector* (Arizona) November 20, 1888, p. 3, col. 2.

[39] *Report to Governor Wolfley by Superintendent of Public Instruction Cheyney*. 1889. (MS in State Archives, Phoenix, Arizona).

[40] Based on correspondence between Acting Governor Murphy and Cheyney, January 12, 1890. (MS in State Archives, Phoenix, Arizona).

[41] *Regulations Governing the Examination of Applicants for Teacher's Certificates and for the Government of County Boards of Examiners*, March 17, 1890. (MS in State Archives, Phoenix, Arizona).

[42] Weeks, *op*. *cit*., p. 64.

[43] *An Apportionment Made by the Superintendent of Public Instruction* (to the counties). April 1890. (MS at State Archives, Phoenix, Arizona.

[44] Biennial Report of the Superintendent of Public Instruction of the Territory of Arizona. 1890. (MS in State Archives, Phoenix, Arizona), p. 10.

[45] *Ibid.*, p. 15.

[46] *Ibid.*, p. 17. Weeks, *op*. *cit*., p. 64.

[47] *Ibid.*, p. 17.

[48] *Ibid.*, p. 18.

[49] "Governor's Message", *Journals of the Arizona Territory 1891*, p. 27.

[50] *Ibid.*, p. 26.

[51] *Ibid.*, p. 27.

[52] Weeks, *op. cit.*, pp. 65-66.

[53] *Ibid.*, p. 66.

[54] *Laws of Arizona 1891*, p. 49.

[55] *Ibid.*, p. 109.

[56] Weeks, *op. cit.*, p. 64.

[57] Editorial, *Tombstone Prospector* (Arizona), 1880's (no exact date given) (MS in State Archives, Phoenix, Arizona)

[58] Based on correspondence between Governor Wolfley and Cheyney, July 24, 1890. (MS in State Archives, Phoenix, Arizona)

[59] *Minutes of the First Meeting of the Arizona Territorial Teachers Association*, Held at Phoenix, Arizona, December 19 to 23, 1892. (MS at State Archives, Phoenix, Arizona).

[60] *Ibid.*

[61] *Ibid.*

[62] *Ibid.*

[63] *Ibid.*

[64] "Governor's Message" *Journals of the Territory of Arizona 1893*, February 14, 1893, p. 33.

[65] *Laws of Arizona 1893*, p. 84.

[66] *Journals of the Territory of Arizona 1893*, pp. 23-24, 33.

[67] Weeks, *op. cit.*, p. 61.

CHAPTER X

PREPARING FOR CHANGE

NETHERTON, DALTON AND SHEWMAN

Introduction

After the rather turbulent years provided by the Superintendency of Strauss and Cheyney, the next three officeholders appear quiet and earnest in fulfilling their responsibilities. There was no public reaction against these men nor did they instigate quarrels with the governors or legislators. During their administrations several important developments took place in Arizona education.

Frethias J. Netherton

F.J. Netherton was born in California on March 7, 1865, spending the first nineteen years of his life on the 480 acre farm of his father and attending public school. At the age of nineteen, he entered the Oakland High School and graduated from that institution in 1887. Almost immediately he joined the staff of the *Oakland Enquirer*, (California) a daily newspaper. In the fall of 1888 he traveled to Arizona to accept the principalship of Mesa Public Schools where he remained for the next five years. He resigned his position when Governor Hughes appointed him Superintendent of Public Instruction on April 13, 1893. While Superintendent, Netherton was unanimously elected twice as president of the newly formed Teachers' Association in 1893 and 1894. The latter year he also attended the National Education Association meeting in New Jersey.

Netherton during the years 1893-94 was territorial manager for the National Education Association of Arizona. During his tenure as Superintendent he was also a principle stockholder and director of the Mesa Free Press, a weekly newspaper. He has been given credit for writing the educational legislation as adopted by the Eighteenth Assembly in 1895. Netherton conducted his duties as Superintendent from Mesa City. He has been labeled a Democrat of the Jeffersonian variety.[1]

Education in Arizona

Upon entering the Office of Superintendent of Public Instruction in 1893, Netherton was responsible for writing and publishing a twenty-four page pamphlet, "Education in Arizona". He produced the manuscript for a combined meeting of the Territorial Teachers' Institute and the Territorial Teachers' Association. It was resolved by the Association to have this document distributed to teachers throughout the Territory. In it Netherton revealed himself to be a very progressive and open-minded individual in regard to the educational needs of the Territory. Point by point he made specific recommendations for the improvement of education within the Territory. He discussed the need for improving the school buildings, furniture, and equipment for the schools. Netherton stressed the importance of the development of school libraries; however, the funding legislation was too restrictive requiring that a district must have at least one hundred pupils to receive such funding.

Netherton, in his report, described the July 29, 1893 meeting of the Territorial Board of Education called because of concern over certificates previously issued to teachers of the Territory. The Board had officially requested that eleven teachers in the Territory holding life and educational diplomas be required to show why they deserved to keep them, specifically because Netherton's office turned up the fact that many of these diplomas were issued without supporting documentation. This request resulted in the revocation of six life diplomas and one Territorial certificate due to the action of this meeting. Netherton felt that the reason for these nonconformities was the fact that lay people were on the Board of Examiners and not professionally trained teachers. This situation caused him to say:

> Examiners should be selected because of their special fitness for the work to be performed, and who are so well fitted for this work as the teachers themselves.[2]

Netherton stated that he believed the Probate Judge and County School Superintendent's Office should be separated and that teachers should be considered for the position of County Superintendent. Netherton felt that teachers needed to be protected and that inducement should be provided to make the teaching profession a permanent one. He also stated that teachers should not be subject to the varieties of the local boards, and that they should be better paid. In his report Netherton concluded that because there were more teachers than there was a need the problems with teacher benefits and certification were due to this surplus. If there were to be truly good schools in the Territory only the best teachers should be hired. In return they should receive the best of pay, and their profession should be given the utmost of respect.

Netherton was most emphatic about his concern for the development of high schools in the Territory. He believed that the Territory should be required to provide an educational system which would provide a tracking system from kindergarten through high school. After completion of high school a diploma would entitle its holder entrance into the Territorial University or Normal School. He thought that high schools should be supported throughout the Territory based on the California Plan of allowing a number of grammar school districts to consolidate to support one high school district with a specific annual levy for the maintenance of that school. In view of Netherton's support for high schools in Arizona, it is interesting to note that Tucson finally graduated its first high school class in 1893, having previously delegated this responsibility to the University of Arizona.[3]

Netherton supported the use of free textbooks for all students within the Territory, stating that through his investigations and deliberations with publishers, textbooks could be purchased at fifty percent less cost than if they were sold individually to students within the Territory. Netherton was truly far ahead of his time when he said:

> I am a firm believer in equal rights and equal compensation and regret to see the tendency to discriminate against our female teachers in the matter of salaries. If a woman does a man's work, either in the school room or out of it she should receive a man's pay for it. I also believe that the primary teachers should be maintained at a figure that would induce our best and more experienced teachers to seek primary positions.[4]

It was indeed futuristic for Netherton in 1893 to consider the primary grades to be the most important in education. Most people then considered it the lowest and most menial teaching duty in the profession. Moreover, Netherton wrote that the Territorial Teachers' Association as formed should be recognized by law by the Legislature and should receive financial aid from the Arizona School Fund. Such an organization would provide training for teaching in the areas of teaching and instruction, school economy, government, and all other areas necessary for a teacher's success.[5]

During the period this document was written, it should be pointed out, Netherton was not popular with all teachers under his jurisdiction. Some complained such as reported in the Tempe News, of his attempt to make the teachers' examination more difficult.[6]

During the year 1893-94, Superintendent Netherton spoke on behalf of public school libraries, the creation of the Northern Arizona Normal School at Flagstaff, and the need for a statewide system of kindergartens. He articulated the complaints that the schools were not represented on the Territorial Board and urged that the Superintendent's power be increased to give him more direct supervision of all branches of Territorial education. He recommended that the office he occupied be made responsible for preparing and prescribing a uniform system of accounting for all school monies, as had his predecessor, George W. Cheyney. Netherton believed the Superintendent should again be permitted to visit the counties with his expenses paid. Most significantly, he urged:

> The qualifications for a candidate for the office of county superintendent should be clearly defined and include the clause that he or she must have taught in a public school in this Territory at least two years on a first-grade certificate...[7]

Netherton urged that a special high school law be written to provide for students in the Territory. In the year 1893-94 there were 258 students attending high school in the Territory or having to leave the Territory because facilities were unavailable. In response to this the Assembly in 1895, (in Chapter 32), did pass such a law.[8]

He continued his strong support of consolidation as:

> the formation of so many small school districts is expensive and detrimental in more ways than one.[9]

Here again Netherton was well ahead of his time.

The Eighteenth Territorial Legislative Assembly : 1895

On January 21, 1895, Governor Lewis C. Hughes convened the Eighteenth Legislative Assembly and offered to them the recommendations proposed by F.J. Netherton. To that date education had become a major operation in the Territory involving 11,319 pupils from a total school population of 16,203 school age children. Two hundred eight-eight teachers were employed at an average salary of $75.30. In 1894, education expenditures reached $176,671. A most interesting part of the Governor's message was entitled "Education of the Indians" wherein the Governor mentioned that of the 7,000 school age children in the Territory only 1,600 were attending Indian schools, and the Territory should consider it their responsibility to provide Indians with an education.[10]

The Eighteenth Legislative Assembly did little with the recommendations of Superintendent Netherton, as articulated by Governor Hughes. It concerned itself primarily with an act to encourage military instruction in the schools. Bill 32 did provide for the establishment and maintenance of high schools in the Territory. A school district with more than 2,000 inhabitants could establish a high school. Two or more adjoining school districts, having more than 2,000 total in population, could establish a union high school district. The act established guidelines for high schools and their boards and the tax levies that would support said high schools.

Following this legislation, the Territory included four high schools; one in Tucson, and one in Phoenix had already been in operation and were brought under the regulations of this act. New schools in Mesa and Prescott were organized. At this time the University and Tempe Normal School were also providing a high school curriculum, so people in those areas did not feel a need to establish a separate high school. In total then, there were six authorized high school programs in the Territory at the end of 1895.

The Legislature amended the certification act by stating that First Grade Territorial Certificates could be granted to those who had graduated from universities and charter colleges of equal rank to that of universities. The Legislation also provided for a two year period of taxation of two-fifths of one mill for the Normal School and another special Territorial tax for the University of Arizona.[12]

Although the Governor and some legislators were concerned with the upgrading and improving of the County Superintendent's Office there was little action in regards to the Territorial Superintendent and:

> From the educational point of view any man was good enough. It was a political job, to be filled by the choice of the governor and without any required considerations for the good of the

> schools themselves. It would seem that it was sometimes the case that men were appointed with few qualifications, or with professions which could in no sense serve as a basis for educational supervisions. When the student takes into consideration that the office of Territorial superintendent was always the football of politics and that appointments were made without reference to the welfare of schools; that the confirmation of individual appointees was rejected to gain political advantage; that the salary of others was cut until the place was no longer attractive; that the superintendents were constantly changing, some resigning, and some being turned out; it becomes a source of wonder that the schools could do as well as they did.[13]

Change of Administrations

The tenure of F.J. Netherton came to an end when the Governor appointed Thomas E. Dalton as Superintendent of Public Instruction. Netherton was Superintendent for only three years but proved to be a most articulate and able supporter of education in the Territory of Arizona. Uniquely he assumed the position of Territorial Superintendent at the same time he served as president of the Territorial Teachers' Association. He took strong stands in the newspapers and in his own writing concerning the rights of teachers and the needs for educational improvement to be supported by all people in the Territory. Netherton was one of the youngest to fulfill the position of Superintendent. One year after completing his tenure he suffered an untimely death when thrown from his horse in Tempe at the age of thirty-two. He expired on July 2, 1897, receiving front page news coverage throughout the Territory.[14]

On March 30, 1896, Governor Hughes was removed from office due to his arguments with Congress, with President Grover Cleveland over the subject of public lands and the Territorial rights thereof. President Cleveland then appointed Benjamin J. Franklin to become Territorial Governor.[15]

Thomas Edgar Dalton

Thomas Dalton was born in St. Louis County, New York, on May 5, 1864. He obtained his primary education there. He then studied at St. Lawrence University and graduated with a Bachelor of Science degree in 1887, becoming the first graduate of a four year institution to fulfill the Arizona superintendency. Upon graduation in 1887 he immediately left for Phoenix where he became principal of the city's public schools. During his five years as principal two new school buildings were built. In 1893, Dalton resigned, entering the real estate and insurance business until 1895. Following that he founded with two others a corporation called the Phoenix Stationery and News Company, of which he was President.

Of particular interest in view of Arizona's early history is the fact that Dalton was not only a politically active Democrat but also a Catholic. In 1894, he ran for the Legislature but was defeated. On May 11, 1896, Governor B.J. Franklin appointed him Superintendent of Public Instruction.[16]

Biennial Report of the Superintendent

In January, as required by law, T.E. Dalton presented the Biennial Report of Education to the Governor for the period ending June 30, 1896. This report was the most comprehensive and detailed to date. It set a precedent that other superintendents would follow. The published document received Territory-wide distribution. The statistics for the year 1896 reflected much educational growth. There were 16,936 school aged children in the Territory of which 12,889 were enrolled in the public schools and an average daily attendance of 7,641 or forty-five percent of the school population. The report also indicated that 972 students attended private schools and 3,075 or eighteen percent of the total school population did not attend any school.[17]

Dalton's Financial Statement for the year 1896 indicated the Territory had school property valued at $428,935, total taxes amounted to $219,116.10, and of this, $152,438.02 was paid out in salaries. The latter amount, plus remaining expenditures totaled $214,805.88. County Supervision cost $5,330.19 and Territorial Supervision, including the Superintendent's salary and expenses amounted to $1,950. The financial statement also indicated that the county bonded indebtedness equaled $142,200.[18]

Dalton gave a report of the Territorial Board Meeting held on June 20, 1896, on that part of the school law which said:

> Any teacher, before inflicting corporal punishment upon a pupil must first notify the parents or guardian and one member of the Board of Trustees...

The restrictive prohibition on corporal punishment was finally eliminated after much complaint from the Territorial teachers.[19]

Dalton discussed the required course of study stating he had taken this under consideration and highly recommended that this course of study be adopted. There were 223 districts in the Territory all of whom were pursuing different courses of studies with different requirements for passing students.[20]

In reference to the Office of Superintendent of Public Instruction Dalton, in his report, considered it to be:

> the weakest point in our school system...The work of the office is handicapped in many ways, and one of the principals of these is the want of authority.[21]

He seconded the recommendations of his predecessors, that the Superintendent should be placed in charge of auditing all Territorial schools and should prescribe a uniform system for accounts of all school districts. The Territorial Superintendent should be required to visit all counties each year, to particularly inspect the records of all monies, and he should be paid for these expenses. Most importantly Dalton felt strongly that the Superintendent should be elected to office for increased efficiency and to allow the people to make the selection.[22]

Dalton said that the Superintendent should be given the same authority as superintendents or commissioners had in other states. He should have the power to remove all school officers and teachers who prove to be incompetent or act illegally. He said that there was precedence for this in the statutes of Michigan, Iowa and New York. Dalton supported a salary increase to at least $2,500 a year plus expenses stating in support of this that the Superintendent of New Mexico received $2,000 per year plus expenses. In finishing his discussion he said:

> ...looking at it from a business

> standpoint, would you think of having the same investment and the same outlay and no better supervision than we have? Would you think for a minute of procuring a man to do this work at $100 per month, who would furnish his own office, and pay his own traveling expenses?[23]

Dalton, as had his predecessors, recommended that the County Probate Judge and County Superintendent be separated and that the new County Superintendent be given at least $1500 per year in salary plus visiting allowance to do an effective job. He went on to be particularly critical of the inconsistent process of examination from county to county, stating that in some counties many teachers would fail each examination whereas in other counties all teachers would be given their certificate upon their first examination. It was his recommendation that the County Boards of Examiners be done away with and that the examinations be given by the County Superintendents who would pass them directly to the Territorial Board of Examiners who would do the grading and issuing.[24]

Another recommendation by Dalton pointed out that district school officers did not have the ability or the background to purchase school teaching supplies; consequently they bought more than they should. Therefore, Dalton stated a law should be passed requiring that all such purchases receive the approval of the Territorial

Board of Education and the county superintendents.[25]

Dalton, in continued agreement with his predecessor, supported the compulsory school law and wanted it passed by the legislature.

In his final statement Dalton gave particular attention to kindergartens and said:

> The kindergarten has won its right to an important and enviable place in our educational system. It has been tried by the supreme test of experience and has met this test with great credit to all who have been so deeply interested in its aim and contribution to its progress.[26]

The major problem in establishing kindergartens in the Territory according to Dalton was a lack of specific funding legislation for them. He recommended a specific provision should be made for this.[27]

The Nineteenth Territorial Legislative Assembly

On January 28, 1897, Governor Benjamin J. Franklin addressed the Nineteenth Legislative Assembly wherein he gave a recapitulation of the statistics provided him by the Superintendent of Public Instruction.[28]

Some new legislation passed. The Assembly designated Maricopa, Yavapai, and Pima as first class districts, authorizing them a separate County Superintendent of School who would receive a salary of $1,000 per year. For the remaining counties, the condition of Probate Judge combined with County Superintendent remained the same. Again specific taxes were levied for the support of the Territorial University and Normal School. This Legislative Assembly, after many years of petitioning the Congress of the United States, was given the right to lease university and public school lands for revenue but not to sell them.[29]

The Legislative Assembly, (in Act No. 16, Section 5), raised the salary of the Superintendent of Public Instruction to $1,200 per year for the 1895-96 fiscal year.[30]

Act No. 60, Section 1, read as follows:

> That in counties of the first class on and after the first day of January, 1899 the office of Probate Judge and County School Superintendent shall be segregated.[31]

Section 2 said that in the regular year of election, 1898, these two offices would become elective, and the new County Superintendent of the first class counties would be required to visit each and every school in his county during the year and should:

> advise and consult with teachers and School Trustees as to the better methods of conducting the schools, and he shall receive an annual salary of one thousand dollars ($1,000.00).[32]

Superintendent A.P. Shewman

It is believed that A.P. Shewman came into office shortly after March 2, 1897 when T.E. Dalton resigned. There is very little biographical information available concerning Shewman or his tenure in office. Newspapers of the day related that he had represented the Free Press of Mesa at the Arizona Press Association. It is possible that Mr. Shewman, like one of his predecessors, Mr. Netherton, was also a newspaperman and possibly had been connected with the same newspaper. A diligent search reveals no obituary information concerning this individual.[33]

In 1896 a Congressional Act commanded that instruction in the nature of alcoholic drinks and narcotics be included in the physiology course of all public schools. Shewman wrote the Department of Interior in 1898 requesting confirmation of this law in regard to territories and received a reply that the law was binding in all United States Territories.[34] In view of this the Board, on September 26, 1898, added physiology as an official part of all teachers' examinations, and all individuals that had a normal school diploma or life diploma had to present themselves to the examining board to pass an examination in physiology and hygiene:

> with special reference to the nature
> of alcoholic drinks and narcotics,
> and their effects upon the human system.[35]

Biennial Report of the Superintendent of Public Instruction for the Years 1897-98

Shewman's Biennial Report was printed and distributed to the school officers of the Territory. In it Shewman provided statistics for the growth of education for the year 1898 in the Territory. In spite of the enrollment gain there was still more than adequate income from taxes to provide for education in the Territory, but teachers were still considerably underpaid. Salaries had consistently decreased with female teachers still being at a disparity with male teachers in spite of the strong stand that Superintendent Netherton and the Territorial Teachers' Association had taken.[36]

The educational statistics indicate a constant growth for education in Arizona with more students coming into the Territory, more students becoming enrolled, and the average daily attendance finally starting to rise to the more respectable figure of almost fifty percent.[37]

Shewman, as had other superintendents, made specific recommendations for changes in education. He gave attention first to the short length of the school term stating that the Assembly should provide for a longer school year. There was sufficient funding in the Territory to provide for longer school terms, but the poverty attitude of the Superintendents precluded such a move. If they had insisted upon better management techniques for the school funds, they could have established a longer school year and better teachers' salaries. Except for Superintendent Netherton, there had been little interest in the welfare of the teachers and the fact that they were receiving a substandard salary that was cut short by the six month school year.[38]

Shewman recommended that Second Grade Certificates be given only for two years, not be renewed, and that temporary certificates be kept under very strict control. Shewman continued to recommend that the collection of the poll tax be strengthened and that the leasing of school lands be actively pursued. He was most critical of county officers for not doing this in view of the fact that here was a most potential source of school revenue. Shewman, as had all other superintendents, again stressed a stronger and more comprehensive compulsory school law. The report stated that on July 30, 1898, the Territorial Board of Education did finally adopt a new comprehensive list of textbooks to be purchased from the American Book Company of Chicago.[39]

In regard to kindergartens Shewman said:

> The kindergartens should be made an integral part of our educational system. The law should be made so that these schools should have their pro-rata of school funds on the same basis as schools for children over six years of age. The teachers for this department, should, of course, pass a special examination with reference to the duties which they are to perform, such special examinations to be prescribed by the Territorial Board of Education or the Territorial Board of Examiners.[40]

As with Netherton and Dalton, Shewman had an interest in the development of kindergartens. Their establishment remained a matter of contention until the 1970's when kindergartens finally became a state-supported educational program.

Shewman went on to state that the University and Normal School would no longer be treated in the Biennial reports since they were responsible for submitting their own separate reports to the Governor. He recommended a raise in the County Superintendent's salary to $1500 and stated the Territorial Superintendent's salary should be placed at $2000 (which it was some twenty-five years previously when M.H. Sherman was superintendent).[41]

The Twentieth Legislative Assembly : 1899

At the finish of his tenure in office on January

10, 1899, A.P. Shewman submitted to the Governor, who resubmitted to the Legislative Assembly, his

Biennial Report. Particular emphasis was placed on the development of a uniform course of study for the territorial schools, but again such a course of study was limited by the fact that there was not enough budgeted money for printing and distribution. The next item that was selected out of this report to be enacted upon was the inadequate six-and-one-half month school term It was recommended that the term be extended to eight months with an increase in taxation. In reaction to this, the Legislative Assembly instead created fifth and sixth class counties allowing them to have school for a reduced period of three months thus reducing the established minimum of five months. The compulsory school law was again recommended in view of the fact that twenty-five percent of the school age children were not enrolled in the schools of the Territory.[42]

On January 16, 1899, Governor Murphy convened the Twentieth Assembly. In his message, Governor Murphy said that the territorial educational system was in excellent condition, and he had no recommendations for changes in laws or new funding. In his very short three paragraph message, the governor discussed the university and normal school, the advantages of advanced education, and requested that the Legislative Assembly give their attention to the Superintendent's recommendations.[43]

The Twentieth Assembly under the prodding of Councilman George W.P. Hunt of Gila County, soon to be the first State Governor of Arizona, did pass a compulsory school attendance law which required parents to send their children age eight to fourteen to school for a minimum of twelve weeks. This law was actually a lesser law compared to the original compulsory attendance law of twenty-five years earlier. The 1875 law required sixteen weeks of attendance and the 1899 law contained many more exceptions to the law.[44]

One of the most important developments to come out of this Assembly was the creation of the Northern Arizona Normal School at Flagstaff. This act provided for a Normal School to utilize a recently completed structure, that had been earlier designated as an insane asylum and then as a reform school. Due to the hostility of the community the legislature finally decided to open it as a Normal School. It was some years before this Normal School developed an active and comprehensive program for the training of teachers in the Territory and State, but this institution continued on to eventually become a 10,000 student University offering a comprehensive educational program.[45]

The Superintendent of Public Instruction sat on the School Board of the Normal School in Flagstaff as he did for the Normal School at Tempe and the University. The Territorial School Board now had a sixth member as provided by legislative action, and that was the principal of the Flagstaff Normal School who served with the Superintendent of Public Instruction, the Principal of the Normal School at Tempe, the Governor, and the Treasurer of the Territory, and a Principal of a city school.

During the Legislative Assembly, an act was passed approving the revision of all the statutes of the Arizona Territory into an organized code. Within these newly revised statutes, Arizona education was placed under Title XIX. The first three chapters dealt with the Territorial Board of Education, the Territorial Board of Examiners, and the Superintendent of Public Instruction. The Board was empowered to adopt and enforce the use of: (1) a uniform series of textbooks; (2) a uniform course of study; (3) a list of books for school libraries; and (4) the granting of educational diplomas valid for six years and life diplomas. It was given the authority to revoke diplomas and to grant First Grade Territorial Certificates. Chapter II stated that the Board of Examiners had the power: (1) to prepare questions and examine teachers; (2) to grant Life Educational Diplomas and Territorial Certificates of the First Grade and Territorial Certificates of the Second Grade for four and three years respectively; and (3) to revoke and to renew certificates.[46]

In regard to the Office of Superintendent Chapter III stated that this position was responsible to: (1) superintend the public schools of the Territory; (2) investigate all accounts of money kept by territorial or district officers, and to apportion the territorial revenue; (3) prescribe all suitable forms and regulations for making reports; (4) not visit the counties but to communicate by mail only; (5) to make a printed report preceding each session of the legislature; (6) print the school laws in pamphlet form for distribution; (7) and receive a salary of $1800 per year with no provision for printing or traveling. It would appear that the Office of Superintendent and its authority had changed little in spite of the recommendations made by previous superintendents. The revised statutes allowed for the Superintendent to be responsible to superintend the schools of the Territory and to investigate all monies designated for education, but at the same time, refused him the right to visit and travel to the schools in the Territory in order to fulfill such requirements. The Superintendent again became merely a highly paid clerk for education.[47]

Title XIX continued to specifically delimit the responsibilities of the County Superintendents, School Districts, District Census Marshalls, and Clerks of the School Districts. It stated that all schools had to be taught in the English language, and that the courses to be taught as required by law would be reading, writing, orthography, arithmetic, geography, grammar, history of the United States, elements of physiology, hygiene which was to include alcoholic drinks, narcotics and their effects on the human system, bookkeeping, industrial drawing, and anything else the Board should desire. Also required was instruction in the areas of manners and morals and, of course, the provision against any sectarian literature or influence.[48]

Under Chapter XII "Teachers", nothing new had been added except:

> It shall be the duty of all teachers to endeavor to impress on the minds of the pupils the principles of morality, truth, justice and patriotism; to teach them to avoid idleness, profanity and falsehood, and to instruct them in the principles of a free government, and to train them up to a true comprehension of the rights, duties and dignity of American citizenship.[49]

Superintendents Netherton, Dalton and Shewman were concerned about the larger picture of education in the future of Arizona. They were also more sensitive to the needs of individual teachers and to improvement of curriculum. They were conscientious and provided several years of stableness in the Superintendency.

FOOTNOTES

CHAPTER X

[1] *A Historical and Biographical Record of the Territory of Arizona*, (Chicago: McFarland and Poole, 1896), p. 553. Stephen B. Weeks, *History of Public School Education in Arizona*, (Washington, D.C.: Government Printing Office, Department of Interior, Bureau of Education Bulletin No. 17, 1918), p. 61.

[2] F.J. Netherton, *Education in Arizona*, Approximately 1893, (MS in State Archives, Phoenix, Arizona).

[3] Samuel P. McCrea, "Establishment of the Arizona School System", *Biennial Report*, (Phoenix: Superintendent of Public Instruction, 1908), p. 109.

[4] Netherton, *op*. *cit*., p. 19.

[5] *Ibid*., pp. 1-24.

[6] *Tempe News* (Arizona) June 10, 1893, p. 3, col. 4.

[7] Weeks, *op*. *cit*., p. 67.

[8] *Ibid*.

[9] *Ibid*., p. 68.

[10] "Governor's Message", *Legislative Journal Territory of Arizona 1895*, pp. 18-21, Jay J. Wagoner, *Arizona Territory 1863-1912. A Political History* (Tucson: the University of Arizona Press, 1970), p. 319. Weeks, *op*. *cit*., pp. 67-68.

[11] Weeks, *op*. *cit*., p. 79.

[12] *Laws of Arizona 1895*, pp. 40-42, 44, 68-69, 100-101, 111-112, 117-118, Weeks, *op*. *cit*., p. 69.

[13] Weeks, *op*. *cit*., pp. 68-69.

[14] *Arizona Journal Miner* (Prescott) July 1, 1897, p. 1, col. 4 and July 2, 1897, p. 1, col. 4. *Graham County Bulletin* (Solomonville, Arizona) July 9, 1897. *The Oasis* (Nogales, Arizona) July 10, 1897, p. 2, col. 1.

[15] *Douglas D. Martin, An Arizona Chronology - the Territorial Years 1846-1912* (Tucson; The University of Arizona Press, 1963), 1885.

[16] *A Historical and Biographical Record of the Territory of Arizona*, *op*. *cit*., pp. 509-51. Weeks, *op*. *cit*., p. 69.

[17] *Biennial Report of the Superintendent of Public Instruction to the Governor of the Territory of Arizona 1895-1896* (Phoenix: T.E. Dalton, Superintendent), pp. 5, 6, 9.

[18] *Ibid*., pp. 10, 18.

[19] *Ibid*., p. 18.

[20] Ibid., pp. 20-21.

[21] *Ibid*., p. 26.

[22] *Ibid*., p. 27.

[23] *Ibid*., pp. 29-30.

[24] *Ibid*., pp. 31-33.

[25] *Ibid*., p. 37.

[26] *Ibid*., p. 43.

[27] *Ibid*., p. 44.

[28] "Governor's Message", *Legislative Journals of the Territory of Arizona 1897*, pp. 5-59.

[29] Weeks, *op*. *cit*., p. 70.

[30] *Laws of Arizona 1897*, p. 49.

[31] *Ibid*., p. 113.

[32] *Ibid*.

[33] *The Oasis* (Nogales, Arizona) March 19, 1898p7col1.

[34] Based on correspondence between A.P. Shewman and The Department of Interior, October 10, 1898 (MS in National Archives, Bell. California).

[35] *Ibid*., p. 2.

[36] *Biennial Report of the Superintendent of Public Instruction for the years 1897-1898*, A.P. Shewman, Superintendent of Public Instruction, p. 10.

[37] *Ibid*., p. 11.

[38] *Ibid*., p. 17.

[39] *Ibid*., p. 20.

[40] *Ibid*.

[41] *Ibid*.

[42] Weeks, *op*. *cit*., pp. 70-71.

[43] Martin, *op*. *cit*., 1899. Weeks, *op*. *cit*., p. 73. *Legislative Journals, Territory of Arizona*, p. 456.

[44] Wagoner, *op*. *cit*., p. 351. Weeks, *op*. *cit*., p. 73. *Laws of Arizona 1899*, p. 14.

[45] *Laws of Arizona 1899*, pp. 80-82.

[46] *Revised Statutes of the Arizona Territory*, pp. 581-584.

[47] *Ibid*., pp. 584-586.

[48] *Ibid*., p. 602.

[49] *Ibid*., p. 608.

CHAPTER XI

THE YEARS BEFORE STATEHOOD

LONG, LAYTON, AND MOORE

Introduction

The administrations of Superintendents R.L. Long, N.G. Layton, and K.T. Moore witnessed both the turn of the century and the transition to Statehood for Arizona.

Their terms covered the years 1900 to 1912 when Arizona's school population increased from 17,716 to 42,381, with average daily attendance growing from 10,000 to 23,000. The number of schools doubled as did the number of teachers, with female teachers outnumbering males five to one. Total receipts for schools jumped $1,498,320 in the twelve year period. The only school statistic that showed a fluctuation rather than a steady increase during these years, was salary. Male teachers started from seventy-seven dollars per month in 1900, to $111 in 1911, then dropped back to $87 in 1912. Female teachers received lower salaries than men until 1912 when they were granted an equal salary of $87 per month.[1]

In 1900 most new people in the Territory had come from states where there was a comprehensive school system already established, and therefore the immigrants demanded the same of the Territory. However, what they found was generally an organization rumbling on without direction.

Robert Lindley Long: Second Term

On February 27, 1899, Governor Murphy appointed Robert Lindley Long to his second term as Superintendent of Public Instruction. Long completed this assignment and was reappointed for a third term on March 19, 1901, serving until July 1, 1902.[2] R.L. Long had one of the most extensive educational backgrounds of all the Territorial Superintendents and had already served one term as Superintendent of Public Instruction. Following his first term, Long became Principal of the Tempe Normal School and also served on the Board of Regents of the University of Arizona. The teachers and administrators of the Territory respected him as a professional educator, and it appears that he took the superintendency seriously and actively engaged in the position as a full time responsibility.[3]

Course of Study for the Public Schools of Arizona

On September 26, 1899, the Territorial Board of

Education adopted for the first time a packaged course of study for use in schools of this Territory. Long, reacting to the recommendations of previous superintendents and the previous legislature, had put together this first course of study. He was also responsible for creating special courses of study for Phoenix Union High School.[4]

In preparing the prescribed course of study, Long stated that he had studied those of Illinois, Wisconsin, Iowa, Michigan, Nevada, Indiana, and the cities of San Francisco, St. Louis, and Minneapolis. His plan was sixty-three pages long. From a contemporary perspective it appears Long was adept at writing behaviorial objectives in education.

Long started each year in his course of study with a statement of what students would need in regard to supplies and books. For each month of the school year, Long discussed each subject in detail, describing what should be taught and what the child should be expected to learn at each stage. At the end of each section Long also provided criteria to determine whether the student had truly completed the specific objective. He stated that teachers, upon closing the school year, should leave a comprehensive record indicating where each student was in this course of study.[5] He mentioned in his introduction that students should proceed at their own speed and ability, and that the teacher should not expect all students to be at the same place at the same time. In spite of the movement toward progressive graded education this course of study was highly supportive of individualization.[6]

In his 1900 report, County Superintendent A.H. Fulton of Maricopa County praised the new course of study feeling that this was the most important development in Territorial education. He stated that such a course of study would allow for gradation to completely take place in the schools of his county and shortly all students would be properly sorted out and fixed within their proper grade.[7]

Long's Report : 1900

Long discussed the growing number of female teachers and the decrease in number of male teachers, stating that there were more and more trained women in the Territory to the point of a surplus and that men were beginning to retire to more lucrative professions.[8] In regard to salaries Long stated:

> These salaries appear large when compared with those paid in the eastern states, but when it is borne in mind that the average time teachers are employed is only 6 1/4 months in each year, the compensation paid affords little more than a bare

livelihood in Arizona.[9]

Long complained as did the previous superintendents about his own salary, stating that he received $100

per month. After he paid his expenses he received only $87.50 per month which he said would be almost equal to a Territorial primary teacher. He thought this should be raised.[10]

Long reported that it was necessary to decrease the school year by two days because the Territorial schools had begun to outgrow the revenue provided for education. He commented:

> The responsibility for this rests with the Board of Supervisors in not levying a higher rate of tax for school purposes.[11]

Long included reports from the County Superintendents and some of the problem areas can be discerned in them. In the report of Superintendent John T. Hogue, Apache County, there was an account of the Santa Fe Pacific Railroad refusing to pay any school taxes in 1898. In response to this, the Northern Arizona County Supervisors arranged a compromise allowing the railroad to pay less than the legal tax. Therefore, some of the schools in the northern counties were operated for only a three month school year. It would seem that the Territorial Superintendent and the Board of Education should have dealt directly with the railroad which was flounting the law of the Territory by not paying their fair freight for the support of education.[12]

Hogue also reported that he wanted Spanish-English bilingual teachers because of a large Spanish speaking population. This subject drew increased concern in the next few years.

Superintendent B.F. Jackson of Navajo County expressed a desire for a law prohibiting temporary certificates because of the district trustees who delayed in hiring qualified teachers and then hired cheaper and inexperienced teachers.

Yavapai Superintendent C.F. Cox said:

> ...parents have taken their children from school merely because they could not dictate how the school should be managed...We need a Compulsory School Law...The so called compulsory law is a farce.[13]

Cox also complained that the Board of Trustees was showing no responsibility in incurring larger and larger bond indebtedness which simply could not be met by the income of the county. Cox also requested legislation making it a requirement that all teachers pass a new examination every four years because:

> ...at least many if not all, fail to keep pace with the times, become antiquated in methods, and incompetent in subject matters, and in great

measure, failures as teachers...[14]

As Superintendent of Public Instruction Long was called upon to settle disputes and problems. He was respected by the legislators, and therefore was able to successfully get needed legislation passed.

On February 24, 1900, the state capital in Phoenix was dedicated, and the Twenty-first Legislative Assembly convened in the new building. This Assembly repealed all earlier provisions that had provided for examinations to be given by County Boards and ruled that only Territorial Certificates could be given at County Seats proctored by the County Superintendents. There were more rules and regulations, but the examinations were considered easier and graduates of the Territorial Normal Schools were given certificates without having to take the examination. The Legislative Assembly raised the taxation for the counties from thirty cents to fifty cents per one hundred dollars, and the Territorial school fund was doubled from $11,458 in 1901 to $22,951 in 1902.[15]

In the summer of 1902 Long submitted his resignation and devoted his time to the Territorial Board of Examiners, the Board of Regents of Arizona, and the National Education Association.

Nelson G. Layton

Nelson Layton born in 1852, in Indiana, completed his public education and became engaged in clerical jobs until he left the state in 1880 to travel to Salida, Colorado, where he worked for his brother in a mercantile business. In 1883, Layton arrived in Flagstaff, Arizona, and remained there for the rest of his professional life. Up to 1893 Layton worked for the Arizona Lumber Company. In that year he was elected Justice of the Peace and two years later to the combined position of County Probate Judge and County Superintendent of Schools. He was re-elected to this position in 1896, 1898 and 1900. In 1902 Layton became Superintendent of Public Instruction and continued in this position until January 1, 1906. Following his tenure, he returned to Flagstaff where he served as District Court Judge and Clerk. In 1912 he again became County Superintendent of Schools, a position which he held until 1915. On January 1, 1915, he became Police Magistrate for the City of Flagstaff. Layton was considered a very active Republican.[16]

The Superintendent's Biennial Report : 1902

Shortly after being appointed Superintendent, Layton was required to submit the Biennial Report for education. Fortunately Long had already taken the time and effort to have most of this report prepared for Layton. In this 1902 report, stipulations were placed on life diplomas requiring that a teacher have one year successful teaching in Arizona regardless of outside experience and also have obtained a first grade certificate. A teacher was required to obtain eighty-five percent for passing.[17] Layton's report also indicated that the superintendent's salary had been increased by legislation to $1800 in 1902 but was still short of the requested minimum of $2000.[18]

Layton's 1904 Report

The school report made by Layton was known for its brevity and its good use of statistics. Layton did not, as his predecessors had, include his own recommendations or commentaries, or that of any county superintendent. He included the first Arizona Educational Directory which listed every individual in the Territory connected with education from the Superintendent to the teachers in the districts.[19]

Layton's 1904 Biennial Report was submitted to the Twenty-third Legislative Assembly in 1905. The only attention given to education by the 1905 Assembly was to restore school houses destroyed by floods and provide for the restoration of schools in case of other so-called acts of God. A specific act was passed for the support of a reform school and to provide for the teaching of manual arts in the public schools of the Territory. The 1905 Legislative Assembly also added two more members to the Territorial Board of Education. These members were to be principals or superintendents of grade or high schools and were to be appointed by the Governor. This particular provision by the 1905 Legislative Assembly started the trend that still continues of allowing the Governor to appoint additional members of his own choosing to the Board of Education.[20]

The manual training provision provided that any school that so desired could give instruction in manual training and domestic science. The districts could employ one teacher in the field of manual arts or domestic science per every one hundred students in average daily attendance. Salaries for these teachers were to be paid out of a special tax levy made upon specific districts. The act also provided that graduates from specific manual training or domestic science schools with one year of experience could be licensed to teach in the Territory without having to pass an examination.[21]

Slow but steady developments occurred in education during Layton's administration. He was actively involved in both Tempe and Flagstaff Normal Schools and continued his interest in education after leaving office.[22]

Robert Lindley Long : Third Term

Robert Long was appointed to his third term starting January 1, 1906, and served until March 17, 1909.

In his 1906 report, for the first time, Long had high school principals reports from Phoenix, Clifton, Prescott, Mesa and Tucson. Also included was a report from A.J. Matthews, principal of the Normal School at Tempe, who reported a registration of 243 with the class of 1906 graduating thirty women and eight men. The report from Northern Arizona Normal School mentioned that there was a need for an academic department being added since at that time Flagstaff did not have a high school.[23]

For the first time more money was paid out for education than was taken in thus creating the first debit balance in the history of the Territory. The total bonded debt of the Territory had increased to just under one half million dollars. The cost of education per day per child was $27.26.[24]

The most noteworthy act of Long in 1906 was his Biennial Report. In this report Long had a new subcategory to indicate the place of birth of children in Arizona schools. Those children that were native born or of native parents were 17,689, those native born with one parent foreign 3,732, those native born with both parents foreign 5,884 and those foreign born 2,925. One of the major issues of 1906 was the problem of bilingual education, and Long submitted these figures to indicate that fifty percent of the population of the Territory within school ages were of foreign origin, meaning in most cases Mexico.

Many of the superintendents strongly suggested that teachers be hired that were trained bilingually in English and Spanish. Navajo County proposed segregating their school districts and separating the Mexicans from the Anglo students.[25]

Apache County Superintendent Hogue reported that his students in the Spanish speaking districts had made very poor progress, and that teachers lacking a knowledge of Spanish were unable to properly motivate their students. Because of this the attendance rate among Spanish speaking students had dropped.[26]

Governor H.J. Kibbey, on January 21, 1907, addressed the Twenty-fourth Legislative Assembly. Kibbey remarked that it was indeed tragic and upsetting that still a total of 5,166 school age children in the Territory did not attend any school. The differentiation between Mexican and American populations continued to grow. Kibbey reported:

> We are given to claiming a unique distinction for Arizona in the absence of illiteracy in her "American" population...[27]

He emphasized:

> The first step in making a good American citizen of the foreigner is to teach him the English language; and unless we compel him to permit the education of his children in that language we shall always have the distinctively foreign group in our population.[28]

On the positive side of the teacher situation Yuma Superintendent, A.H. McClure, reported that all of his teachers were either graduates of normal schools or of universities and that all of them were required to attend every institute held by the county or Territory. Most of them were members of the National Education Association. Also, he required his teachers to attend special sessions on teaching methods twice a month.[29]

In Bisbee, Superintendent Charles F. Philbrook discussed the fact that students who had graduated from Bisbee were the first to be hired back as teachers and the Territorial normal school teachers were hired next.

All teachers in Bisbee had to have a first grade certificate. He stated that his high school teachers had to have specialized university training after receiving a normal school degree.[30] Special teachers had been hired for drawing, manual training and music. Students above the fourth grade were required to take a manual training or domestic science class. The Bisbee schools were maintained for nine and one-half months with the Territorial course of study being closely followed. Seventy percent of the high school graduates from Bisbee went on to higher education.[31]

J.B. Jolly, superintendent of Yavapai reported that gradation was being successfully accomplished in that the course of study as prepared by Long was the basis for making everything more uniform and successful within his school district. Superintendent S.C. Newsom of the Tucson school district also reported that the regulation method was used in all grades one through six with teachers averaging between forty or fifty homogeneously grouped students. For grades seven and eight teachers were segregated by subject matter having five teachers per 180 students with each teacher teaching no more than two disciplines.[32]

Robert C. Smith of Navajo County recommended to Long that the Mexican children be separated from "white" children and that he had done so in Winslow and Silver Creek. This was the first public admission of any racial segregation to take place in the Territory. Smith commented that the Mexican and American populations would have to continue to be separated because "the Americans" didn't like to live with the Mexicans.[33] Superintendent Frank L. Culin of Pima County also talked about the "Mexican problem" and said there needed to be a change in the schools where the greater percentage were Mexican children.[34]

The Legislative Assembly did not pass any laws concerning segregation of Mexican and American children, but some County Superintendents made their own decision to segregate while others asked for bilingual educators.

Alfred Ruiz, Apache County Superintendent, wanted bilingually trained teachers for his Mexican majority population. Ruiz felt it should be the responsibility of the normal schools to produce bilingual teachers.[35]

Another problem rose with lack of attendance due to large industry hiring children. The teachers of Cochise County requested, through their superintendent, that the mining companies, which were the major industry of the Territory at the time, be strongly urged not to hire children away from school.[36]

In response to the Governor's Message and

Superintendent Long's report, the Assembly did provide some specific educational legislation. A child labor law was passed making the mining companies take notice of the unfortunate situation for which they were being held responsible.[37] The mining companies caused other school-related problems. Superintendent Rockefellow of Cochise County commented that there was a teachers' shortage in his area because the mining companies had been hiring away teachers, providing them with better money and better working conditions. Due to this, school had to open late. Rockefellow recommended that if the Territory intended to hire decently trained teachers they had better raise their salaries to compete with the mining companies.[38]

Teachers were a major concern in 1908. Long stated that the schools needed men teachers and the only way this could be done was through a raise in pay. This is the first statement ever made by a superintendent, with the exception of Netherton, in regard to the salaries of the teachers in the schools. Long also felt that there were too many transient teachers in the Territory, most of them coming for poor health, for a vacation, or to experience the West. He recommended that within a decade all teachers hired should be graduates of state institutions.[39]

County Superintendents had varying concerns regarding teachers. A.R. Lynch of Graham County stated that his greatest problem was a constant change of teachers and a shortage because the term was too short and the salaries too small. Lynch recommended as did Long that only Arizona trained teachers be hired and preference no longer be given to the eastern trained teachers. Fulton, Superintendent of Maricopa County, stated that the pay for teachers should be increased since by paying the best salaries they would get the best teachers. Superintendent R.A. Robertson of Mojave County complained that the number of teacher applicants had declined.[40] This problem continued into the superintendency of K.T. Moore and for years later.

Superintendent Long retired from his position in 1909. He was greatly respected throughout the Territory because of the many positive changes he initiated for Arizona education.

Kirke Tonner Moore

Kirke T. Moore became the last Territorial Superintendent. He was appointed on March 17, 1909, by Governor Kibbey and reappointed in 1911. Moore was born in Topeka, Kansas, on October 4, 1882, and arrived with his parents in Arizona in 1889. His father was a well-known politician who had served in the Eighteenth Territorial Legislature representing Pinal County and was appointed by President McKinley in 1898 as Registrar of the United States Land Office at Tucson. Kirke Moore attended public schools in Arizona and went to the University of Arizona where he obtained a bachelor of arts degree. He attended Leland Stanford University and graduated with an LL.B. in 1908.

Returning to the Territory he was admitted to the Arizona Bar and also to the U.S. District and Supreme Courts. In 1909 he was appointed Superintendent of Public Instruction, the first Superintendent appointed who was not working in the field of education. It is interesting to note that he served in the last, or Twenty-fifth, Legislative Assembly as well as in the first State Legislature, which would mean that he was sitting in the legislature at the same time that he was the Superintendent of Public Instruction. He took his seat as a Republican legislator in November, 1911. Following his tenure as Superintendent of Public Instruction he served the U.S. Government during World War I and was then appointed a Superior Court Judge in Pima County in 1922. He became known as the Father of Arizona Aviation having been the chairman of the State Aviation Committee. He died in Los Angeles on March 15, 1938.[41]

It was during Moore's tenure that the school law provided that Black students were to be segregated when the Black students in any school district exceeded the number of eight, provided that they be given "equal" accommodations. A report on the Blacks in the Territory schools in 1883 indicated there were twenty-eight, in 1902 there were 129 and by 1908 there were 274. It should be pointed out that this bill was vetoed by Governor Kibbey. However, the Legislature passed the bill again over his veto. This bill was continually attacked by the more open-minded educational leaders in the Territory. It was taken on to the Supreme Court and that body supported the legislation.[42]

In the December, 1910, issue of the Arizona Journal of Education, reference was made to the segregation of Black children referring to the fact that a Judge Doan of Cochise County had upheld the law permitting the segregation of Black students in the city of Douglas. The article also mentioned that the people of Phoenix had voted for segregation and that the case would surely be passed by the Supreme Court, which it was. The article finished by saying:

> The sentiment in favor of segregation has been growing in all parts of the country, and there is not likely to

be any reversal of opinion.

This was the beginning of segregation in Arizona and it continued for thirty-eight years.[43]

Territorial Teachers' Association

The Teachers Association played an active and influential part in Moore's administration. In November of 1910 the Territorial Teachers' Association had its annual meeting and appointed Kirke T. Moore along with John D. Loper, Superintendent of Phoenix schools and A.J. Matthews, Superintendent of Tempe Normal School, to rewrite the school law in preparation for statehood. Their report appeared the next month in the Arizona Journal of Education and became the official State School Code as of 1913 passed by the first State Legislature. This is of particular interest in that a professional teachers organization chose to select their superior administrator to help them write the law.[44]

The December issue of the Arizona Journal of Education presented a brief summary of the new education legislation. It stated that the general supervision of public schools was to be invested in the Board of Education, a State Superintendent of Public Instruction, County Superintendents, and other governing boards as provided by law. The State Board of Education was to be made up of the Governor, the Superintendent, the President of the University, a principal of a high school, and a county superintendent, all to be appointed by the Governor.[45] In regard to the Office of Superintendent the Teachers' Association's specific recommendation was that:

> ...he be given an assistant whose qualifications and character shall be such that the work of the office may be left to him in the absence of the superintendent. For printing, postage and expenses an allowance of $2,500.00 was thought proper, and for traveling expenses and the bringing out of the annual report the grant should be limited $1,800.00. He will be required to visit annually the county institutes in the different counties.[46]

They also recommended that the Board of Examiners be abolished and its responsibilities become part of the Board of Education.

In 1910 the Territorial Board of Education met and adopted a new course of study to be even more complete than the first one. It included a complete list of suggestions, directions, and book lists for supplementary reading and reference. The new course of study covered eight years of study, nine months per year, with the total scope of each year being presented in a detailed monthly plan. This course of study was put together under the superintendent with the guidance of fifty selected teachers.[47]

In November of 1911, Superintendent Moore published a rather extensive article in the magazine Arizona in which he wrote a comprehensive history of the Arizona public school system taken mostly from McCrea's recent account. Moore also gave an accounting of recent education trends, stating that an average salary of $110.92 was paid to male teachers. This would indicate a definite increase for the males of the Territory. The salary increase, plus remarks by Moore about the difficulty of hiring "better teachers", indicate that there was a teacher shortage within the Territory particularly in the rural districts who were having difficulty in obtaining good teachers. Moore mentioned such problems as loneliness, seclusion, small enrollment, irregular attendance, meager equipment and the short sighted policies of school districts as having created the problems that led to this situation. He pointed out that a parent-teachers organization in the upper Gila Valley had been able to solve the problem in their schools and had been able for a number of years to maintain excellent teachers who preferred to stay.[48]

Significant events began to happen rapidly in the Territory in 1911 in preparation for statehood. On August 8, 1911, the U.S. Senate passed a resolution granting separate statehood to both Arizona and New Mexico, and on August 9, the House concurred. However, President Taft vetoed the resolution for Arizona statehood stating his action was due to the Arizona provision for recall of judges. The statehood delegation immediately retracted this provision and on August 19, Congress passed a new joint state resolution which President Taft signed. On December 12, 1911, the first statewide election was held. George W.B. Hunt was elected the first governor, Henry F. Ashurst and Marcus Smith became the first U.S. Senators with Carl Hayden to become the first Congressman from the State of Arizona. Chalres O. Case won the election for the first State Supeintendent of Public Instruction.[49]

In completing his tenure as the last Territorial Superintendent of Public Instruction, the Arizona Journal of Education said in its October, 1911, issue of Superintendent Moore:

> During his term of office, he has worked with a rare degree of fidelity and has shown great resourcefulness in handling the work with the small equipment of funds that the Territory furnishes.[50]

In the approximately forty years of education in the Territory a great number of changes had occurred as Arizona grew from no schools to a million dollar educational system. Although statehood resolved the problem of the Superintendent's appointment or election, the issue continued to be a subject of discussion and remains so today.

FOOTNOTES

CHAPTER XI

[1] *Biennial Report of the Superintendent of Public Instruction*. Years 1900, 1902, 1904, 1906, 1908, 1910, 1912.

[2] Stephen B. Weeks, *History of Public School Education in Arizona*, (Washington, D.C.: Government Printing Office, Department of Interior, Bureau of Education Bulletin No. 17, 1918), pp. 73-74.

[3] *Ibid*., p. 76.

[4] *Ibid*. *Biennial Report of the Superintendent of Public Instruction of the Territory of Arizona for the Years ending June 30, 1899 and June 30, 1900*. R.L. Long Superintendent (Phoenix, Ariozna: The H.H. McNeil Co. Printing Co., 1900), p. 29. *Course of Study for the Public Schools of Arizona*, prepared by R.L. Long (MS in State Archives, Phoenix, Arizona).

[5] *Course of Study*, *op*. *cit*., p. 4.

[6] *Ibid*., pp. 3-4.

[7] *Biennial Report*, *op*. *cit*., p. 16.

[8] *Ibid*., p. 9.

[9] *Ibid*., pp. 4, 5, 9.

[10] *Ibid*., p. 11.

[12] *Ibid*., pp. 12-13.

[13] *Ibid*., p. 20.

[14] *Ibid*., p. 22.

[15] *Weeks*, op. cit., pp. 77-78.

[16] *Portrait and Biographical Record of Arizona*, (Chicago: Chapman Publishing Co., 1901), pp. 194, 197. *Who's Who in Arizona*, Vol. 1 (Tucson, Arizona: Jo Connors, Publisher, Arizona Daily Star), p. 394. *Arizona. Pre-*

Historic-Aboriginal Pioneer - Modern Biographical Vol. III, (Chicago: S.J. Clarke Publishing Co., 1916), pp. 93-94.

[17] *Arizona Report of the Superintendent of Public Instruction for the Biennial Period ending June 30, 1902*, N.G. Layton, Superintendent (Phoenix: The Gazette Print, 1902), pp. 5-6.

[18] Weeks, *op*. *cit*., p. 79.

[19] *Arizona Report of the Superintendent of Public Instruction for the Biennial Period ending June 30, 1904*. N.G. Layton, Superintendent of Public Instruction, (Phoenix: H.H. McNeil Co., 1904).

[20] Weeks, *op*. *cit*., p. 80. Alburn Martin Gustafson, "A History of Teacher Certification in Arizona",(unpublished Doctor's dissertation, University of Arizona, 1955).

[21] Weeks, *op*. *cit*., p. 81.

[22] *Biennial Report of the Northern Arizona Normal School for the Biennial Period ending June 30, 1906* (MS in National Archives and Records Service, Bell, California).

[23] *Biennial Report of the Superintendent of Public Instruction of the Territory of [illegible]zona for Years ending June 30, 1905 and June 30, 1906* [illegible] Long, Superintendent (Phoenix: The H.H. McNeil Compan[illegible]06), pp. 31-34, 35, 37.

[24] *Ibid*., pp. 5-6.

[25] Weeks, *op*. *cit*., p.82.

[26] Biennial Report 1905-1906, *op*. *cit*., p. 13

[27] *Biennial Message of Joseph H. Kibbey, Governor of Arizona to the Twenty-fourth Legislative Assembly beginning January 21, 1907* (MS in National Archives and Records Service, Bell, California), p. 44.

[28] *Ibid*., p. 45.

[29] *Biennial Report of the Superintendent of Public Instruction for the Territory of Arizona. For the Years Ending June 30, 1907 and June 30, 1908*, Robert L. Long,

Superintendent. (Phoenix: H.H. McNeil Company, 1908), p. 32.

[30] *Ibid*., pp. 30-31.

[31] *Ibid*.

[32] *Ibid*., p. 27.

[33] *Ibid*., pp. 20-23.

[34] *Ibid*., pp. 23-24.

[35] *Ibid*., pp. 12-20.

[36] *Ibid*.

[37] Weeks, *op*. *cit*., pp. 82-83.

[38] Biennial Report - 1907 - 1908, *op*. *cit*., pp. 12-20.

[39] *Ibid*., pp. 6-9.

[40] *Ibid*., pp. 12-20.

[41] *Men and Women of Arizona Past and Present*, (Phoenix, Tucson: Pioneer Publishing Co., 1940), p. 34. *History of Arizona* Biographical Vol. III, IV. (Phoenix: Record Publishing Company, 1930), pp. 144, 147. *Arizona Prehistorical-Aboriginal Pioneer - Modern*, *op*. *cit*., pp. 390-39 . *Who's Who in Arizona*, *op*. *cit*., p. 527.

[42] Weeks, *op*. *cit*., p. 85.

[43] *Arizona Journal of Education*, Vol. 1, No. 4, December 1910, p.93.

[44] Weeks, *op*. *cit*., p. 86.

[45] T.L. Bolton "The Schools in the New Constitution," *The Arizona Journal of Education*, Vol. 1, No. 4, December 1910, pp. 113-114.

[46] *Arizona Journal of Education*, Vol. 1, No. 2, June 1910, pp. 29-34.

[47] Weeks, *op*. *cit*., p. 86.

[48] Kirke T. Moore, "Arizona's Public School System," Arizona, Vol. 2, November 1911, p. 8.

[49] Douglas D. Martin, An Arizona Chronology - the Territorial Years 1846-1912 (Tucson: University of Arizona Press, 1963) (no page numbers given), 1911.

[50] Weeks, op. cit., pp. 86-87.

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THE HISTORICAL ROLE OF ARIZONA'S SUPERINTENDENT OF PUBLIC INSTRUCTION

VOLUME II

by
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Flagstaff, Arizona
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CHAPTER XII

C.O. CASE AND STATEHOOD

A New Beginning

On February 14, 1912, President William Howard Taft signed the proclamation that made Arizona a state and George W.P. Hunt the first Governor. On this date, Charles O. Case, by right of election assumed the office of Superintendent of Public Instruction.[1]

School statistics at this time showed a foreign born population of 4,030. There were 31,782 students enrolled in public schools and 1,528 enrolled in the high schools of the Arizona state public school system with an average daily attendance of 21,611. There were 2,162 students who attended private schools and 10,326 who attended no school at all. In 1912, there were sixteen high schools, 233 grammar schools, and 564 primary schools. There were 120 male teachers and 757 female teachers. The average monthly salary for male teachers was $117.64, and for female teachers $81.76.[2] Case reported a total school income of $1,817,647 with expenditures of $1,321,594. The value of school property had increased to $1,845,020 and the bonded debts of the districts were $1,423,187.[3]

The provisions for a constitution were included in an Enabling Act of Congress authorized by President Taft on June 20, 1910.

The enabling act provided:

> for the maintenance of a public school system to be open to all, free from sectarian control, and always conducted in English.[4]

The Constitution of Arizona, in its original form, was adopted on December 9, 1910, at the Constitutional Convention. It passed with forty of the fifty-two delegates giving assent. On February 9, 1911, the people of the Arizona Territory ratified the constitution by a vote of 12,187 to 3,302. However, President Taft vetoed the measure and a second resolution, without a recall provision had to be passed and approved. Following statehood the recall statement was restored by a vote of the people.[5]

The Arizona constitution provided for a public statewide education system. The Educational Article, Number XI, gave the legislature power to create a uniform public school system, beginning with kindergarten. Normal schools, industrial schools, universities, and care of the deaf, dumb, and blind were included.[6] Educational supervisory powers for the public school system was vested in a State Board of Education, a State

Superintendent of Public Instruction, County School Superintendents and such governing boards as provided by law.[7]

The Constitution and immediate legislation following 1912 changed the status of the State Board of Education by removing the state treasurer and replacing him with a county superintendent. The two school principals formerly on the Board were removed and replaced by a city superintendent and a principal of a high school. In addition, the Board included the Superintendent of Public Instruction, the two normal school principals, the university president, with the Governor as an ex-officio member.[8] The Board was reconstituted in 1964. It is now made up of the Superintendent of Public Instruction, one president of a state university, three lay members, one member of a state college board, a superintendent of a high school district, a classroom teacher, and a county superintendent, all of whom are appointed by the Governor with the consent of the Senate. The Governor also appoints all regents and members of governing boards of all state institutions and serves as an ex-officio member of these boards.[9]

The education article provides that the university and all other state institutions will be open to all people, regardless of ethnic background or sex and are to be "as nearly free as possible" from sectarian instruction or religious or political tests required for admission. Specifically, it stated that the legislature would provide a free school in every school district for at least six months a year.[10]

One section of the article provided for the establishment of a State school fund for the use of common schools, and for the sale of public school lands. Tax revenues which would be derived from investments of the proceeds of land sales were provided for the maintenance of state institutions, with the legislature making whatever appropriations were necessary to insure the continuance of the state institutions.[11]

Sections Two, Sixteen, Thirty-two, and Thirty-six of all townships in the state were set aside for the endowment of the following institutions: The University of Arizona, 200,000 acres; the Deaf, Dumb and Blind, 100,000 acres; the normal schools, 200,000; Agricultural and Mechanical colleges, 150,000 acres; School of Mines, 150,000 acres; Military institutions, 100,000 acres, and most significantly, for the payment of bonds issued by the districts and municipal school districts before January 1, 1897, 1,000,000 acres of land was set aside. All surplus after the bonds were paid was to go to a permanent school fund. The state got a total of ten million acres for the support of education from the federal government and also was provided with a five percent income from the sale of federal lands after statehood.[12] The establishment of the federal school land grants for the state eventually provided the educational system of Arizona with an income of over twenty million dollars.[13]

First State Superintendent

On October 24, 1911, in the democratic primary, Charles O. Case became the candidate for Superintendent of Public Instruction. He later won the general election when he ran against Republican Claude D. Jones who then served as vice-principal of Phoenix High School.

Charles Case was born in Rock Island County, Illinois, on July 9, 1860. His father, a Baptist minister and college mathematics teacher died when Case was eight leaving him to fend for himself. Young Charles obtained his schooling in Illinois and received his professional education at Hillsdale College, Michigan. He taught in San Diego, California, and in Kansas, before coming to Arizona in 1889. Case started his career as an Arizona pedagogue in the city of Globe where he came to know George W.P. Hunt, soon to become governor.[14]

Case left Globe to accept the principalship at Alma, Arizona, near Mesa. He then moved to Mesa as

Superintendent of schools. In 1895 Case joined the Phoenix High School's staff and continued there for twelve years, teaching in the business education department and serving as principal. In 1907, Case became Assistant Superintendent of Schools in Prescott. One year later he accepted appointment as Superintendent of Schools for the mining community of Jerome. While at Jerome, Case announced his candidacy for the office of State Superintendent of Public Instruction. He won by a landslide. He remained in office until January of 1921 when he was replaced by Elsie Toles. With the change of the political climate in the fall of 1922, Case was re-elected serving the longest of any individual in the superintendency, territorial or state, serving for a period of nineteen years

In 1922, Case became involved with a proposed amendment to the Arizona constitution that would have again removed the superintendency from the elected offices of the state. The amendment passed the State Senate without a single negative vote and the House with only eight disapproving votes. This amendment provided that the State Board of Education would be appointed by the governor with seven members, each holding staggered seven year terms of office. The Board was given full authority to fix the qualifications, establish the salary, and to appoint the Superintendent. Case feared that such a provision would allow for a dictatorship of education so he said:

> These seven men, who by some unexplainable process are to become immune to politics, can appoint a superintendent and pay him any salary they choose. They can appoint him for any length of time. The incumbent whom they may appoint if he suits four of the seven men can continue in office indefinitely whether he suits the people`or not, and these men prescribe his powers and duties, and this amendment gives no hint as what these powers and duties may be --- they might even become an arbitrary interference in legitimate district and county school work. This is too much undefined power to vest in a little board of seven members not directly responsible to or chosen by the people. It is undemocratic, unnecessary and unsafe.[15]

The people defeated this law when presented in 1922. Governor Hunt, who had also taken a very strong position against the amendment probably hurt the measure.

Arizona educator J. Morris Richards, in summing up Cases' career said of him:

> His championship of the cause of the classroom teacher gained him the good will of most of the teachers of the state. He consistently urged boards of trustees to pay higher wages to teachers.[16]

Early in his career, Case recognized differences in children and encouraged teachers to take account of individualized activities. This change was certainly more modern than Long's "progressive" gradation and homogeneous grouping. Case assumed an active role in the National Education Association. The University of Arizona in 1928 conferred upon him the degree of Doctor of Pedagogy in recognition of his contributions to education. In private life Case wrote poetry which was published in the Sunset Magazine of California.[17]

In 1932 Case was defeated by Dr. H.E. Hendrix and, at the age of seventy-two, he completed a professional career in Arizona education which had lasted for over forty years. Retiring on a teacher's pension, he lived out his life in Phoenix, dying on November 27, 1933. As the first state Superintendent Case helped shape educational policy for Arizona and saw many changes introduced and passed in the legislature.

The First State Legislature

On March 1, 1912, Governor Hunt convened the first session of the State Legislature. The education act titled "To Provide for the Establishment and Maintenance of a General and Uniform School System" was approved on May 20, 1912.

The State Board of Education, appointed by the Governor met at least once a quarter. The duties of the Board were to: record their proceedings; adopt an official seal; adopt rules and regulations for the government of public schools and public libraries; plan for the increase and management of the state school fund; and authorize a uniform series of textbooks for the common schools. The Board had the responsibility for enforcing a course of study for the common schools; determining necessary credits for graduation from high schools; prescribing the qualifications for admittance to the University and normal schools; and issuing life certificates for teaching. A State Board of Examiners, composed of the Superintendent and two individuals appointed by him, had the power to make and enforce rules concerning teacher certification. This board was empowered to prepare questions for the examination of teachers throughout the state and the examination was given by the School Superintendent of each county.

Every applicant for a four year First Grade State Certificate had to pass an examination in algebra, geography, history, physics, physiology, hygiene (the nature of the effects of alcohol and narcotics on the human system), orthography, penmanship, composition, reading, methods of teaching, grammar, arithmetic and the school laws of Arizona. Graduates of universities and normal schools received certificates without examination. Those who applied for the two-year Second Grade Certificate did not have to take the algebra or elementary physics part of the examination.

Individuals with a First Grade Certificate who had taught at least ten years, six of which were in public schools of Arizona, could obtain a Life Certificate. Special Certificates were granted whenever the State Board of Education felt there was a special need.[18]

Legislation Providing for Superintendent of Public Instruction

The first state school law provided for a Superintendent of Public Instruction at an annual salary of $3,000, further:

> The State Superintendent shall be a holder of a first grade, or life certificate, and shall have had five years experience in teaching in Arizona.[19]

The duties of this person were to superintend the public schools of Arizona and investigate whenever necessary the accounts of school money kept by county or school officers. The superintendent was also empowered to apportion monies to each county by the number of persons ages six to twenty-one years of age residing therein. His responsibility included making up, printing, and furnishing to all school officials and teachers the laws of the state regarding education, and the necessary, blanks, forms and registers necessary for the keeping of records. He also had printed blank teacher certificates and distributed the course of study as prescribed by the state board. Further preparation and publication went into pamphlets concerning such public days as Arbor Day, Flag Day, Washington's birthday, etc.

The Superintendent was allowed $2,500 per year for printing the biennial report and for other such forms and school laws as necessary with $1,000 per year to pay expenses, particularly for the visiting of schools, institutes, and associations outside the state. Before the first day of October, the Superintendent was to give a printed annual report to the Governor who would pass a copy on to the Legislature. This report included a full statement of the funds, property, and statistics regarding the number of schools, children, teachers, etc., within the state school system. Once a year, the superintendent called a two to three day meeting of county school superintendents to discuss problems relating to the public schools. He appointed an assistant at a salary of $2,000 per year.

The Laws of Arizona dealt specifically with textbooks providing that not more than one textbook could be charged per year for a particular grade and that the textbook must be used for five years. Textbooks could be changed only during the months of May and June. The law also stated that trustees who did not enforce the use of these textbooks should be fined $100 or be removed from office and that no officer or teacher in any public school in the state could be a representative of a publisher or book seller.[20]

Finally, the First Legislature provided for the retirement of teachers. Those who had served in Arizona's public schools for twenty-five years or more would receive six hundred dollars per year. Mary Elizabeth Post was the first teacher to obtain retirement aid under this law.[21]

Report of the Superintendent of Public Instruction

On June 30, 1912, Charles Case submitted the first offical state report for his office. He mentioned in his letter of transmittal to the Governor that this report included figures not only since statehood but also for the tenure of Kirke T. Moore, the last Territorial Superintendent. Case reported that the elementary schools were making progress both in the rural and city areas and he felt that the new state compulsory attendance law combined with the new child labor act was most responsible for the high level of attendance. The eight month required school term, along with the minimum allotment of $1,000 per school, was also most helpful in getting state education off to a good beginning.[22]

Case reported the development of new high schools in the communities of Winslow, Glendale, Yuma, Bisbee and Globe at a total cost of $300,000. The normal schools appeared in excellent condition considering their youth. A continual demand for their graduates occurred, and enrollment increased twenty-five percent per year. Case supported their request for $140,000 for buildings. An interesting part of this report was Case's notation that the Bureau of Indian Affairs in Washington had requested that the Arizona School for the Deaf take over the responsibility of Indian deaf children.[23]

Case mentioned that specialized certification had been developed in the Department of Education under his leadership and it was issuing certificates in the areas of commerce, kindergarten, manual training, music, and agriculture. He felt that all certificates in the state should have a time limit so that teachers would be forced to take a step up in their training and have the incentive to advance themselves.[24]

Case's report is the first to be concerned with free textbooks. He estimated it would probably cost $150,000 for the first free textbook adoption.[25] Case finished his report with a summary of recommendations for the next legislature. He suggested the following: that the school law provide for a system of increasing the incentive for the certification of teachers; that school boards be given the legal authority to employ teachers on a twelve month installment contract; that provision be made within the school law for the hiring of teachers when the teaching force went from thirty to fifty children per teacher; and that a director of art education within the Department of Education be provided.[26]

The Supreme Court and Segregation: 1912

The 1901 Legislature's segregation provision received a Supreme Court test in July, 1912. In an action on a petition to prevent enforcement, the Justices ruled:

> This section provided that the school board may segregate pupils of the African from pupils of the white races, and to that end are empowered to provide all accommodations made necessary by such segregation, 'when the number of African pupils should exceed eight in number in any school district' In pursuance of the provisions of the law, the African pupils exceeding eight in number in the school district, the school board passed a resolution of segregation, and to prevent the enforcement of the order of the board, as to the children of appellee, this action was brought.[27]

The court found:

> (1) That petitioner's children were compelled to go a greater distance to reach the Madison street school building than children of the same age and grade living in the same neighborhood of other

> nationalities; (2) that the children of petitioner were compelled, in reaching the Madison street school building, to cross the tracks of two steam railroads; and for these two reasons they were not 'afforded educational facilities substantially equal to the educational facilities given and afforded the school children of said district' of the same grade who were not of the African race.[28]

The children were allowed to attend the "white school" closer to them as a special case but only because they were not guaranteed the equality of the schools. The law of segregation continued to be enforced in the state of Arizona.

Report of the Superintendent : June 30, 1914

On October 1, 1914, Case presented to Governor Hunt his report covering the first years July 1, 1912, to June 30, 1914. Case reported that a major problem existed due to nonconformity in the interpretation of school laws. Case, like his predecessors, suggested that it should be the State Superintendent who should have the authority to provide advice and interpretation, whenever needed, in concurrence with the Attorney General of the state.[29] Several topics were covered by Case, and he included reports from other administrators. He discussed the matter of free textbooks saying that his initial estimate for the year, 1912-13 of $150,000 was high, and that it only cost $102,033 to provide the first allotment of free books for the state.[30] Case supported the following: that there be a closer and better enforced inspection of the physical well being of children in the schools, particularly in the rural areas; that there be standardized school buildings in the state; that there be more care and more education provided for the deaf, the dumb and the blind; that the school district libraries be improved; that there be more specific legislation regarding teacher certification; that there be semi-annual meetings required of all school boards; and that there be legislation supporting experimental work in education.[31]

Case had a special section on industrial education showing that schools with these programs received $27,495 in state aid in the year 1913-14.[32] Also included was a report by President A.J. Matthews of the Tempe Normal School showing that in the school year 1914 there were 351 students enrolled in the normal school and 201 in the training school. The normal school curriculum offered a two year professional course for high school graduates, a four year professional course for grammar school graduates, a four year academic course for those who did not plan to teach and a training school program for grades one through eight. The faculty as of that year had twenty-three members, all of whom had degrees from recognized colleges or universities.[33]

Dr. R.H. Blome submitted a report for the Northern Arizona State Normal School at Flagstaff. He related that as of January, 1914, the institution had an average daily attendance of 126 with an enrollment of 158. Thirty students would graduate by 1914. Blome made specific mention of the Northern Arizona Normal School summer program showing there was an attendance of 160 for this program.[34]

Dr. R.B. von KleinSmid, president of the University of Arizona, reported that upon graduation of the forty-six students in the University High School Department, that department would be abolished due to the establishment of a high school in Tucson. In 1914 the university had 203 college students. He mentioned the establishment of a mining laboratory and a military department as well as extension courses in the community of Tucson.[35]

A letter from N.G. Layton, an earlier Territorial Superintendent of Public Instruction, said his worst problems in Coconino County were that some of the Board of Trustees were subject to buying more equipment than needed from traveling salesmen, that they hired teachers without proper consideration or regard to state law, and that

Many pedagogues did not have Arizona certificates.[36]

In summary, Case recommended that he be given, as superintendent, final authority in interpreting school law as long as it concurred with rulings of the Attorney General. He believed too, a substantial effort should be made to standardize the schools of the state. He suggested schools be rated on a point system with those receiving less than seventy-five points placed on a probationary list. Eighty-five points would signify a standard school and ninty-five points, a superior school. This point system would be based on the condition of school grounds, buildings, the background of the teachers and their ability, the school board and the achievement of the pupils. Case also supported efforts to make the school more practical by providing a more substantial industrial education program and night school programs in the larger schools.[37] As of 1916, two Arizona high schools were accredited by the North Central Association with five added in 1917 and one more in 1918 to include the communities of Bisbee, Globe, Mesa, Phoenix, Prescott, the Gila Academy at Thatcher, Tucson and Winslow.[38]

In February of 1915, Governor George W.P. Hunt addressed the second Regular Session of the Legislature and specifically discussed education in the State. He summarized the report already provided to him by C.O. Case, Superintendent. Hunt made no specific recommendations of his own but instead submitted Case's recommendations for the consideration of the legislature.[39]

Report of the Superintendent of Public Instruction - 1916

One of Case's first concerns and recommendations in his 1916 report was the fact that superintendents of public instruction were required to sit on the Board of Pardons and Parole. He felt that this was beyond the duties of the superintendent and that such a responsibility should be segregated from the State Department of Education. He did say, however, that since the enabling act had provided land grants for education in the State, he felt the Superintendent of Public Instruction should have a place on the State Land Board.[40]

As before, Case included short reports from the county superintendents. The superintendent for Cochise County, Minnie Lintz, reported that reading was the greatest problem and particularly so in the rural schools because there was a lack of system. She specially recommended that a uniform system be adopted by the Board based on phonics.[41] Lenore Francis, Superintendent for Coconino County, complained that most of the schools were poorly built and did not conform to health laws.[42]

The Report of the Department of the Interior: Bureau of Education

The Bureau of Education made a comprehensive study of Arizona education in 1918 and specifically addressed itself to the State Board. The Bureau objected to the fact that five of the eight State Board members were political appointees and their terms were concurrent with those of other major state administrators. Another objection was that the Board was entirely made up of educators, except for the Governor. Since the State Superintendent was considered the educational expert this Board should not be composed of educators. It was responsible for giving support, advice and assistance to the State Superintendent. The Bureau report stated that Board membersserved regardless of personal fitness, or time, and did little to help the cause of education. This was true particularly of such people as the Governor who had too many other demands on his time. Also, the Governor appointed three members to the Board which gave him undue influence. The report recommended that a Board be constituted of seven members composed of substantial citizens, men and women of scholarship and business ability from various parts of the state. They would be appointed by the Governor with the approval of the Senate. The terms of office should be at least eight years, staggered from each other by two terms. The report stated that this would guarantee:

> a continuity of service and freedom from political interference.[43]

The body of the report stated that service by professional educators could be condoned but no appointee ought to be employed in an institution the Board directed. The members should serve without pay and receive only actual travel expenses. There should be a number of fixed meetings held each year with a provision for special emergency meetings but the State Superintendent should not be an actual member of the Board but should be secretary and executive officer only.[44]

The report suggested that the Board should be given the power of administration of the education system of the state and should:

> determine educational policies, particularly in organization and administration, as to the general scope for the public-school system.[45]

The Board should have responsibility for all schools receiving state and federal aid, including the state normal schools. It should apportion all state funds, enforce all state laws, approve courses of study, and be given the final say on all charters of higher institutions. Further, it should select and purchase all textbooks, be responsible for granting certificates, and maintain a state teachers employment bureau to assist the local districts in hiring teachers.[46]

In reference to the relationship of the State Board of Education to the State Superintendent the report said:

> The committee does not believe that the board should attempt to handle the details of the work of the State school organizations; these should be left to the State department. It should confine its attention to the larger features of administrative problems. All of its decisions should be carried out through the State superintendent. It is expected, of course, that the presidents of the State educational institutions would continue as the immediate exeuctive heads of their respective institutions.
>
> Probably the most important function of the State board is the selection of a properly qualified and suitable State superintendent of public instruction who shall be its executive officer and upon whom it shall depend for advice and for the execution of its policies.[47]

The 1918 report dealt specifically with the Office of State Superintendent. It said the duties of this office should be set by legislation, and under the leadership of the superintendent there should be an adequate number of field agents to keep in touch with all schools in all parts of the state. The report asked that the superintendent hire a state school architect to develop a consistent and conforming type of architecture for the state, an expert statistician, a director of certification, and an individual in charge of textbook distribution.[48]

The report recommended the Superintendent be given power to supervise all educational work, visit all parts of the state in the interest of education, prepare and publish all information concerning the public schools, and print and have distributed the school laws of the state. The Superintendent should also have the power to interpret all the school laws, prepare courses of study, examine textbooks and make recommendations to the State Board, and submit questions for examinations for teacher certificates.[49]

The report said the Superintendent should be appointed to his office by the State Board of Education. This selection should be based on fitness for the position and not political affiliation.

In 1922, C.O. Case would actively fight these recommendations when they were adopted by the legislature to be presented to the people in the election of that year. Case, having been an elected superintendent, was convinced that an appointed superintendent would eventually create an educational dictatorship within the state. The Arizona way of electing the Superintendent of Public

Instruction separate from the Office of Governor or the State Board, provided for a degree of entity and separation of powers that would protect Arizona's education.[50]

Report of the Superintendent of Public Instruction : 1918

In his 1918 report Case discussed some specific bills being introduced in the Legislature. One of these was House Bill No. 10 which provided for the elimination of a Superintendent of Public Instruction from the executive department of the state. Within this House Bill, there was a provision for investing a State Board of Education with the power of supervising and controlling the public school system. This Board would appoint a State Superintendent of Public Instruction. The legislation specifically recognized Bulletin No. 44 of the Bureau of Education but Case felt that House Bill No. 10 did not accurately follow the recommendations of the report and he alluded to the fact that it was actually a misrepresentation of the recommendations. He stated:

> There are some glaring defects in the composition of our present State Board of Education.[51]

Case felt that the people responsible for making the report for the Bureau of Education had simply not lived in the state long enough to understand the needs of the state.[52] He attacked the bill saying that it was ambiguous, too general, and that the Arizona constitution was a constitution of the people who had a right to the direct election of the superintendent, whose office the constitution defined. He felt House Bill Number Ten would allow not only a governor but also the State Board dictatory powers in the possibility of appointing one man indefinitely.[53]

Case discussed House Bill Number Fifty which dealt with the State Board of Education and provided for changes in this board by delimiting its powers and duties. The Superintendent of Public Instruction would have been given added powers and duties providing him with a statistical and uniform accounting division and a division of supervision. Case recommended this bill over the other bills mentioned.[54]

As in his early reports, Case included short statements by the respective county superintendents. Cochise County had a new superintendent named Elsie Toles. In 1921, she would defeat C.O. Case and become the first woman Superintendent of Public Instruction for Arizona.[55]

Statistics-Education: 1918

By 1918 there were 61,357 children enrolled in public schools and 2,764 in private schools.[56] One hundred seventy-nine male teachers earned an average salary of $130.70. Female teachers numbered 1,374, and earned $96.57. Funding amounted to $4,795,715 with $3,678,756 spent.[57] On June 20, 1918, a special legislature passed a law that provided night schools for those people who could not speak the English language.[58] On March 20, 1919, another bill allowed part time education for those children who had to work and were of the ages fourteen to sixteen. This bill stated that people, corporations or firms were required to allow children to attend the part time schools which would be established by the districts.[59] Salaries had increased for men and women, as had the disparity in number between male and female teachers. New legislation continued to ease some of the problems.

Man of the Hour

The February 1919 issue of Arizona featured C.O. Case as one of their "Men of the Hour". It said of Superintendent Case:

> One of the most prominent and consistent educators in the state, having served the public interest as such for the past 24 years. Deserves special credit for many reforms and Code provisions now in effect and of far-reaching scope in their application. In administering his office, and

> the state's educational matters efficiently, and to the people's best interests generally. He is now working to effect other needed reforms, which are appreciated.[60]

The Superintendent's Report : 1920

In 1920, the Superintendent's report was changed to "Financial and Statistical Abstracts". This report included only statistical figures. There were no recommendations, or any other discussions, or the inclusion of letters of superintendents or other educators in the state. The report, however, was the most complete, most elaborate statistical preparation ever made on Arizona education and indicated again Case's expert background and ability to choose a professional staff to fulfill this responsibility.[61]

C.O. Case : Interpretation

Case was a wise and appropriate choice of the voters of the state. He was a well-trained, experienced educator who had taught in the state for some twenty-five years before becoming the elected superintendent. It was fortunate that Case was able to define the constitutional provisions for education against the misinterpretations of Bulletin No. 44 of the Bureau of Education, Washington, D.C. Case took this issue to the people and maintained the office of superintendent to be that of an independent, separate agency free from control by either a board or a governor.

FOOTNOTES

CHAPTER XII

[1] Douglas D. Martin, An Arizona Chronology - the Territorial Years 1846-1912, (Tucson: University of Arizona Press, 1963) (No page numbers given), 1912.

[2] Report of the Superintendent of Public Instruction State of Arizona for the year ending June 30, 1912. (Published by Board of Control), p. 21.

[3] Ibid., p. 23.

[4] Stephen B. Weeks, History of Public School Education in Arizona (Washington, D.C.: Government Printing Office, Department of Interior, Bureau of Education Bulletin, No. 17, 1918), p. 88.

[5] Wesley Bolin (compiler), Constitution of Arizona, rev. ed., (State of Arizona, 1965).

[6] Ibid., p. 31.

[7] Ibid.

[8] Alburn Martin Gustafson, "A History of Teacher Certification in Arizona," (unpublished Doctor's dissertation, University of Arizona, 1955), p. 44.

[9] Constitution, op. cit., p. 32.

[10] Ibid.

[11] Ibid.

[12] Weeks, op. cit., p. 88.

[13] Ibid., p. 89. Arizona Journal of Education, Vol. II, No. 4, December 1911, pp. 122-123.

[14] Weeks, op. cit., p. 89. Who's Who in Arizona, Vol. I (Tucson: Jo Connors, Arizona Daily Star, 1913), p. 309. Arizona Prehistoric-Aboriginal Pioneer - Modern, Biographical, Vol. III (Chicago: S.J. Clark Publishing Co., 1916), pp. 447-448.

[15] J. Morris Richards, Biography of Dr. Charles O. Case, (MS at State Archives, Phoenix, Arizona), pp. 1-5.

[16] Ibid., p. 7.

[17] Ibid., pp. 8-10.

[18] Session Laws of Arizona 1912, pp. 364-368.

[19] Ibid., pp. 369-372.

[20] Ibid., pp. 409-419.

[21] Session Laws of Arizona 1912, pp. 632-633.

[22] Report of the Superintendent of Public Instruction State of Arizona for the Year ending June 30, 1912, (Published by Board of Control).

[23] Ibid., pp. 4-5.

[24] Ibid., pp. 5-6.

[25] Ibid., p. 9.

[26] Ibid., pp. 10-11.

[27] Arizona Reports 1912, p. 181.

[28] Ibid., p. 182.

[29] Report of the Superintendent of Public Instruction of the State of Arizona For the School Years ending June 30, 1913 and June 30, 1914, (Published by Board of Control), pp. 5-7.

[30] Ibid., p. 8.

[31] Ibid., p. 9.

[32] Ibid., p. 17.

[33] Ibid., pp. 22-23.

[34] Ibid., pp. 29-30.

[35] Ibid., pp. 33-34.

[36] Ibid., pp. 40-41.

[37] Weeks, *op. cit.*, p. 90.

[38] *Report of the Superintendent of Public Instruction of the State of Arizona. For the School Years ending June 30, 1917 and June 30, 1918*, (Published by Commission of State Institutions), p. 42.

[39] "Governor's Message" *Arizona Legislative Journal 2nd Legislature, Regular Session*, p. 10.

[40] *Report of the Superintendent of Public Instruction of the State of Arizona For the School Years ending June 30, 1915 and June 30, 1916*, (Published by Board of Control), pp. 5-6.

[41] *Ibid.*, p. 36.

[42] *Ibid.*, pp. 38-39.

[43] *Educational Conditions in Arizona Report of a Survey by the U.S. Bureau of Education*, (Washington, D.C.: Bulletin No. 44, 1918), pp. 35-36.

[44] *Ibid.*, p. 36.

[45] *Ibid.*

[46] *Ibid.*, pp. 36-37.

[47] *Ibid.*, p. 37.

[48] *Ibid.*

[49] *Ibid.*, pp. 37-38.

[50] *Ibid.*, p. 159.

[51] *Report of the Superintendent 1917-1918*, *op. cit.*, p. 6.

[52] *Ibid.*, p. 7.

[53] *Ibid.*, pp. 7-8.

[54] *Ibid.*, pp. 10-12.

[55] *Ibid.*, pp. 48-52.

[56] *Ibid.*, p. 79.

[57] *Ibid.*, pp. 79-80.

[58] *Session Laws of Arizona 1918*, pp. 28-29.

[59] *Session Laws of Arizona 1919*, pp. 175-177.

[60] "Men of the Hour," *Arizona*, Vol. 10, (February 1919), p. 15.

[61] *Financial and Statistical Extracts From Report of Superintendent of Public Instruction For the Years Beginning July 1, 1918 and Ending June 30, 1920*, (Published by Board of Directors of the State Institutional

CHAPTER XIII

ELSIE TOLES: ARIZONA'S FIRST LADY OF EDUCATION

A Native Arizonian

Elsie Toles served as Arizona's first woman Superintendent of Public Instruction. She also was the first occupant of the office to be native born. Toles, born September 19, 1888, in the mining camp of Bisbee was one of the initial four graduates of the high school at Bisbee. She left Bisbee to study at Pomona College but after one year her mother died and Elsie returned to take care of her younger sister and brother, Myriam, twelve, and Silas, eight. She returned to California and attended the State Normal School at San Jose completing the teacher credential course. She returned to Bisbee and after teaching there for two years, took Myriam and Silas and traveled to Ann Arbor, Michigan where she did specialized training in education at the University of Michigan. On her return to Arizona she taught for one year in Bisbee and two years in the neighboring town of Douglas.[1]

The leadership of the Republican party in Cochise

County prevailed upon Elsie Toles to run for the office of County Superintendent of Public Instruction. Her sister Myriam writes:

> She was a Republican in a strictly Democratic county. Her success is due to the fact she was a native daughter and with well known qualifications.[2]

The only Republican elected in the county that year, she continued to win re-election until becoming state superintendent.

The Douglas-Bisbee area in Cochise County at this time was still a frontier country and Elsie Toles described it to her sister Myriam saying:

> One room schools sprang up everywhere. They were scattered over the six thousand squares (sic) miles of Cochise County. As county superintendent, I was supposed to visit and supervise the instruction in these schools, a formidable task that meant driving over dirt roads in a model T Ford. I carried tools to repair and inflate a flat tire and also a five gallon emergency can of gas, as service stations were few and far between.
>
> One school was perched on top of a mountain at the end of a winding road. To make the climb, I had to reverse my car and back up three miles of slope so the gas would feed into the carburetor.
>
> To visit another school in a remote little goat raising community, I had to drive thirty miles, park the

> car, and borrow a horse to ride twelve miles to the school. My office was in Tombstone and each day I started out from there as there were no accommodations that permitted an overnight stay at any of the districts.

Describing the schools, Miss Toles stated:

> All of the schools were as poverty stricken as the homesteaders they served. Usually the buildings were bare little frame shacks, unpainted and with windows on two sides. Their only equipment was a heating stove, old fashioned stationary desks and a bucket of drinking water.
>
> The children were of all ages so all eight grades were taught. Teachers were scarce. Some of them were very competent but many of those available were untrained. Frequently they were the wives of homesteaders who had taken the county examinations, requiring little more than an eighth grade education to secure a position that would relieve the homesteaders' straitened circumstances. Though only seventy five dollars a month for nine months, the salary was a boon for the poor farmers.

In regard to the teachers and their lifestyle Miss Toles said:

> There was seldom a suitable place for a teacher to live. Often a bed was set up in the corner of the school room and she cooked her meals on the heating stove. A teacher who was not the wife of a homesteader often had to live with a family and had to share a bed with some child. The

> poor equipment in these schools and the lack of highly trained teachers affected the quality of education and made supervision difficult. Added to these problems, was the fact that the school boards were elected at random. Some were efficient, but some considered the school the battleground for their personal affairs. In one instance the board burned down the school to express their personal dislike of the teacher.[3]

Her sister Myriam described other interesting incidents concerning Elsie's tenure as county superintendent saying:

> One such event, I recall. She refused to fire a very good teacher who had incurred the wrath of a member of the board, so he burned down the school house and gleefully announced that the teacher would now have to leave. Elsie decided that since the teacher had a contract and had violated no law the board would have to pay her salary for the rest of the year. There were no more fires.[4]

During her term as county superintendent Elsie Toles is credited for holding teacher meetings, trustee meetings, parent meetings, and writing articles and pamphlets enlisting the aid of other county and state officials to help her schools develop. She is credited with initiating school health service in the county of Cochise which by the end of her tenure in office had been extended throughout the county.[5]

At the end of her second term as county superintendent, Elsie Toles was persuaded to run as the Republican candidate for State Superintendent of Public Instruction. Her sister Myriam described the campaign:

> They piled their cots, blankets pots and pans in an old Ford and hung a large bag in back containing their best dresses and hats. They would ride up to the outskirts of a town, make camp, then dress up and go into town where Elsie would make a speech and meet the voters. After the meeting was over, they returned to camp and spent the night there.[6]

Her sister recalled:

> One night I recall two bulls were fighting near us and we were so frightened that we started the car ready to take off.

And she finished her description:

> They once spread a canvas tarp on the ground at the rim of the Grand Canyon and licked hundreds of stamps and envelopes for mailing to voters.[7]

Elsie Toles won the election in 1920 and took office as the first woman superintendent in 1921. She has been credited with: increasing support of the schools; in having the teacher institutes placed under the direction of her office; inaugurating a long range program of raising the standards of certification; she was responsible for discontinuing the county examinations, and for establishing a definite chronological program for the upgrading of the certification program in the state.[8]

Elsie Toles took the opposite position of C.O. Case and strongly supported the movement to make the office of State Superintendent of Public Instruction an appointive one as per Bulletin No. 44 of the Bureau of Education. Her sister said:

> She did not believe the office of state superintendent should be elective. She worked hard to convince people that this should be taken out of politics.[9]

She supported the legislation that would be presented to the voters in 1922 providing for a nonpolitical State Board and a nonpolitical State Superintendent of Public Instruction.[10]

Myriam Toles writes of Elsie Toles' tenure as superintendent stating that she was:

> particularly concerned over the lack of qualifications which permitted teachers to teach. She upgraded these qualifications to where they are yet in force. She saved thousands of dollars by transporting the various institute speakers in a car, so meticulous was she that when she took a friend in her own car furnished by the state she paid the transportation of any passenger she had, a far cry from the use made of cars now.[11]

Americanization

The requirement of the Legislature that the State

Superintendent of Public Instruction direct all of the "Americanization" activities in the state was taken very seriously by Elsie Toles. This was a program to stimulate patriotism and citizenship. Toles made a survey of all the communities in the state to determine the needs of developing such programs. From her survey the State Board of Education adopted a study for all of the common schools, high schools, normal schools, and the University which was to include a minimum of two years of instruction in the areas of civics, economics, and American political history and government. Miss Toles was provided by law with an assistant to help carry out this program throughout the state.[12]

National Education Association

In the summer of 1921, Miss Toles represented Arizona at the National Education Association meeting which was held in Des Moines, Iowa. She later wrote that there was a very large attendance at this meeting and attention was specifically given to the rural school problem.[13] She printed the resolutions of the National Education Association as adopted at the meeting. One resolution was for the adoption of a single salary scale for both elementary and high schools to be based on professional training and experience. Another resolution asked that an adequate and successful program be adopted for the children living in rural areas. In their recommendation number seven they said:

> We recognize the distinction between the lay control of education and the professional administration of our schools. We believe that the highest type of professional service in the office of state superintendent or state commissioner of education, of county superintendents of schools, and of city superintendents of schools can be secured by the selection of all such administrative offices by lay boards of education elected by the people.[14]

In resolution ten the NEA endorsed the use of:

> Federal aid to encourage the States of the removal of illiteracy, the Americanization of the foreign born, the development of a program of physical education and health service, the training of teachers and the equalization of educational opportunity.[15]

Textbook Adoption

In January of 1922, Elsie Toles wrote an article in the Arizona Teacher and Home Journal explaining and also recognizing the controversy surrounding state adoptions of textbooks. She said:

> The most frequent criticisms come whenever there is a statewide change in the adopted texts. There is no doubt that at times changes have been ill-advised, but it must be remembered that while the taxpaying public has a right to insist upon

> intelligent economy in this as
> in every other public expenditure,
> the deciding factor must always
> remain the value from the
> educational rather than the
> financial standpoint of the text
> to be retained or supplanted.[16]

Miss Toles went on to state that books were becoming more and more antiquated in a short period of time due to the circumstances of the work situation and also that teachers' viewpoints were quickly changing. Specific textbooks in the areas of history and geography due to the recent world war were completely out of date.[17] Miss Toles was reacting to a serious situation within the state regarding textbook adoption. The issue had become a continual controversy regarding philosophical points of view of educators, political points of view of lay people, and a moral and religious point of view of those involved or not involved in religion.

In March of 1922, Elsie Toles reported on the National Superintendents' Meeting stating that the major emphasis was on school finance, rural education and health education. Also discussed was the serious situation of the teacher shortage with even moderately trained teachers very difficult to get, and on top of that, the states were still involved in reducing teacher salaries whenever they could.[18]

Superintendent's Report: 1922

On October 1, 1922, Superintendent Toles submitted to Governor Campbell the official Sixth Biennial Report for education in the state. The first thing that Miss Toles mentioned was that as of August, 1921, she had established within her department a research division which was responsible for preparing this report. She stated that a course of study completed with the cooperation of superintendents, teachers, and principals was ready to be put into permanent form and submitted to the state board and then to the state teachers. She said that as of January 1, 1922, 1200 school children in three counties had been given a uniform educational and mental test. This would indicate for the first time a statewide testing program developed to determine the progress of the children in the state. Regarding the financial operations of schools within the state Miss Toles noted that the State Board of Education at its meeting of August 23, 1922, authorized the firm of Frazer and Torbet of Chicago and New York to make an:

> impartial examination of the entire financial operation of the school system.[19]

Miss Toles mentioned the new law for per capita distribution of twenty-five dollars per Average Daily Attendance pupils which provided a means of equalization throughout the state. This legislation also provided that rural schools receive from the county a minimum of $1,500 for each district employing one teacher and $3,000 for each employing two, thus increasing support of the rural schools.[20]

Regarding the State Board of Education, Miss Toles mentioned that the power of the Board had been greatly increased due to new legislation. Institutes previously conducted by counties now became the responsibility of the State Board and certification was placed totally under the State Board.[21] Miss Toles discussed the new certification process and specifically those certificates that would be issued without examination. The "Early Elementary" certificate would be given to those who graduated from a two year primary or kindergarten course of an accredited school, and such certificate would be valid for four years for kindergarten through third grade. The "Elementary Certificate" would be granted upon evidence of graduation from an Arizona Normal School or another approved state normal school and was valid for four years allowing the teacher to teach the first through the tenth grades. The "Secondary Certificates" required graduation from the University of Arizona or an institution of equal rank and required beyond the degree that there be eighteen hours of professional subjects such as psychology, philosophy of education, science of education, and nine hours of electives within the field of education.[22]

"Specific Certificates" were to be granted upon evidence of an individual completing at least thirty hours beyond high school in the areas of agriculture, commerce foreign languages, home economics, art, manual arts, music, penmanship, physical and health education. "Trial Certificates" were granted to those who had passed an examination in mathematics, science, social studies, language, general culture, or professional subjects. Those people who applied for that examination must have graduated from a four year high school before July 1, 1921. After July 1, 1923, they had to have at least ten additional hours of professional training. After July 1, 1925, thirty semester hours of professional training were required. The "Trial" certificate was good for two years, could be renewed twice, and would allow an individual to teach in grades one through eight. The "Life Certificates" were granted to graduates of normal schools and college after having twelve years of successful teaching, four of which had to be in the state. If the "Life Certificates" holder failed to teach for any three consecutive years after getting the certificate, the certificate would become automatically void. A life certificate from another state would not necessarily entitle a teacher to one in Arizona. As of that report, Superintendent Toles stated that no longer would First Grade and Second Grade Certificates be issued in the state, and that only the new certificate requirements would be enforced.[23]

Recommendations

In this very extensive report, Miss Toles made specific recommendations. She said the most pressing problem in the state was to improve the "long neglected rural schools". Since the county superintendents were also the direct administrators of the rural schools, they should not be elected on partisan tickets. More of a continuous supervision was needed. She felt that the most fundamental need was for an appointed county superintendent who had been trained professionally and would be, therefore, equal to the experience and background of the city superintendents. They would provide the many rural schools with a permanent and organized means of administration. Too many of the good men, she felt, went from the rural areas into the cities because of better pay and the problem of rural isolation.[24]

Superintendent Toles proclaimed that one way the rural problems might be solved would be through the establishment of one county board of education to replace all the district boards, and through the consolidation of schools.[25]

Under the title "Reorganization of the State Department" Elsie Toles again put forward her arguments for an appointed board and most specifically for an appointed long term professional Superintendent of Public Instruction. Miss Toles said:

> With the assurance of more than a brief tenure, the state superintendency will become a position of dignity and educational ability commensurate with the service it can render.[26]

Superintendent Toles felt that besides the duties of legislation and administering the state department, the superintendents were most needed to help administer the county schools, to help reorganize the junior high schools and to coordinate the union high schools with the grade school districts. She also felt that the state fund should be particularly safeguarded by an adequate means of accounting as directed from the superintendent.[27]

Arizona Teachers Association

In November, 1922, having been defeated by C.O. Case in a Democratic landslide, Miss Elsie Toles was invited to address the annual State Teachers Association meeting in Phoenix. Miss Toles discussed the accomplishments of her administration, particularly in the area of improved certification. She pointed out that California teachers were still being paid higher than Arizona Teachers and that, unfortunately, the State Education Fund as distributed was simply not keeping pace with the growing population of Arizona. In the 1922 election, the Bulletin No. 44 proposal for an appointed Board and appointed Superintendent was defeated, so Miss Toles in her address pleaded that this be reconsidered saying that Arizona needed an appointive superintendent:

> which would take the state's educational administration out of politics and make for permanency through appointment on ability and proven merit.[28]

Elsie Toles left office in January of 1923, and returned to the University of Michigan to complete her undergraduate program and receive a Bachelor of Arts Degree. Following that she became the demonstration teacher at the University of California demonstration school for three years at which time she was appointed professor of education in teacher training at San Jose College at San Jose, California where she remained for seventeen years until she retired. Her particular emphasis was on the supervision of rural teachers in rural schools. During World War II, she was involved in establishing child care centers throughout California to help mothers who were working in the shipyards and the war plants. Elsie Toles and her sister Myriam wrote two books, both of which were readers for the schools, one called *The Secret of Lonesome Valley* and the other *Adventures in Apacheland*. These books are still used in some schools throughout the United States. Miss Toles died in Douglas on August 29, 1957 at the age of sixty-nine.[29]

A Political Change

On January 1, 1923, C.O. Case replaced Elsie Toles as Superintendent of Public Instruction and continued in that office until January 1, 1933.[30]

In January of 1924, C.O. Case published in *Arizona* magazine a report on "Arizona's Educational Facilities". In this report he indicated that there were 236 one room schools and fifty-nine two room schools. Such a large number of rural schools would explain the reason for the importance that both Toles and Case put on rural education. It was still a significant part of Arizona education. These schools were provided with state support of $1,500 for a one room school and $3,000 for two teacher schools in order to maintain the best teaching quality and equipment necessary for education. Case noted there was sufficient law within the legislature to provide for the consolidation of schools, and this was slowly taking place.[31]

Case continued in this article to discuss the free textbooks provision and wrote that attendance had been improving steadily throughout the state and particularly in the high schools. As of that date there were forty-one high schools in the state having an average daily attendance of 6,869. The high schools received a minimum of state aid at twenty-five dollars per student. However, Case stated there was sufficient money to bring this up to thirty-seven dollars per student.[32]

Case's favorite topic was vocational education, and he listed the programs which were actively at work in the state. The Smith-Hughes act supported the subjects of agriculture, trades, industry and home economics in the high schools. There was "opportunity" class work for occupations, Boy Scouts, Camp Fire girls, and Civilian Rehabilitation for those who had been injured.[33] Case mentioned that normal schools were offering professional programs in the areas of school art, industrial art, home economics, kindergarten, and commerce as well as their standard professional teaching courses.[34]

State Board : 1924

In 1924, the State Board of Education was still concerned with textbooks particularly for the social sciences. It resolved at its meeting in the spring of that year to adopt a history text that would:

> provide a unified, continuous course in history and civics, and that the text of the seventh and eighth grade be continued under one binding, and that the civics be a text on citizenship through the entire eight grades.[35]

It was also reported that these textbooks were to be picked by a Reading Committee made up of forty members consisting of teachers and principals throughout the state that were responsible for reading and studying the various texts in the social studies area and making the proper recommendations. The Board expected to spend between $50,000 and $135,000 annually in the adoption of new free textbooks.[36]

Seventh Biennial Report : 1924

In this report presented to the Governor in October, 1924, C.O. Case continued to rely on the statistical organization established by the research division under Elsie Toles. Case supported the teacher institutes strongly, particularly for the rise in salaries of the instructors for the institutes. He also addressed himself to the compulsory school law and recommended that there be new legislation to reinstate the office of district census marshall. Case particularly supported the "Americanization" provision of the legislature of 1918 which provided $25,000 to establish night schools for the teaching of the English language, ideals, and the understanding of American institutions to foreign individuals over the age of sixteen. He mentioned that there had been an additional appropriation by the sixth session of the legislature of $20,000 for the establishment of night schools and also to provide education in homemaking, cooking, sewing, millinery, health projects and citizenship.[37]

Case discussed the problem of illiteracy which he felt was high and probably due to the proximity of Arizona to Mexico. He stated that this could be eliminated through a systematic approach by the schools of the state, by enforced attendance, the Americanization program, the night schools, and vocational education programs.

In regard to free textbooks he submitted a report from the textbook supervisor of the Department of Education who stated that commission paid to the individual depository responsible for distributing textbooks was $14,000. He cited examples in the difficulty of distributing texts to the counties and the school districts with teachers ordering and having paid for many different series of textbooks that would somehow never reach them.

Also there was a great problem of surplus textbooks accummulating in the state which had not been resold for any income; it was recommended that the county superintendent be responsible for doing this.[38]

Case mentioned that a uniform accounting system had now been instituted in all of the offices of the county superintendents and within every common school and high school in the state.[39]

In his earlier reports, Case had recommended a reorganization of the State Department of Education. New divisions were created: a Division of Certification, a Free Textbook Division, a Statistical Division, and a County Division. These departments had been functioning successfully for at least two years during the tenure of Elsie Toles who was responsible for their creation. Case recorded that more attention and more funding would have to be given to the division of research and the department.

In his report, Case also gave a great deal of discussion to the new Parent-Teachers Association, its officers, and what they were doing, what they had accomplished, and why people should join the association.[40]

The State School Survey: 1925

The Arizona Teacher and Home Journal published a state school survey in March of 1925 concerning the preparation of teachers within the state of Arizona. This report said:

> Arizona shows a higher percentage of teachers possessing two or more years' experiences than any state in the Union, having 84 per cent of the elementary staff and 91 per cent of the secondary in this group.[41]

The major problem that this report indicated was the fact that 68.4 percent of Arizona teachers went outside for their preparation and therefore Arizona needed to develop their teacher training institutes to meet the demands of their own teachers. The report discussed the fact that the rural schools of Arizona had been upgraded to the point that they did compare with the city schools regarding the experience and preparation of teachers. The report stated that the secondary teachers in the state showed a background and experience very close to that of the national average. Also reported was:

> Arizona ranks third among the states in average salary paid to teachers, her rankings as compared with salaries paid in cities of various sizes being as follows:...The present Medium salary as reported by the teachers is fourteen hundred and twenty

> dollars ($1,420) for elementary teachers and eighteen hundred and fifty dollars ($1,850) for secondary teachers.[42]

In summary the report said the teaching staff was sufficient in number, with the state ranking as average compared to the rest of the states in regard to the ratio of pupils to teachers. Training of the Arizona teachers was unusually high compared to other states. Arizona ranked among the first five states in the union. The report gave this composite of the average elementary teacher in Arizona: a female, age twenty-eight, normal school graduate having six or seven years experience in the elementary school, taught two years in Arizona, four years in another state, earning an average of $1400 to $1500 per year, and belonged to the National Education Association. The average secondary teacher was female, age twenty-nine, a college graduate, taught six years, two of which were in Arizona, salary of $1850 per year, and had attended one or more summer sessions.[43]

The report indicated that in the state as of 1925, ninty-nine percent of the elementary teachers had high school diplomas, eighty-five percent had normal school training or equivalent, and sixty-five percent had continued their training with summer school attendance. Also eighty-one percent of the high school teachers had a four year degree and twenty-three percent had five or more years training.[44]

The Seventeenth State Legislature

In March, 1925, the Seventeenth State Legislature provided new legislation for education in Arizona. One new provision was that students would be promoted from the eighth grade of the common schools to high schools based on the signature of the eighth grade teacher or the principal of the school, and such certificates would provide admission for students to the high school.[45]

The new legislation provided for the teaching of the Constitution of the United States and of Arizona and for instruction in American institutions and ideals. All public schools were to provide such instruction and students were required to pass a satisfactory examination before receiving a certificate of graduation from the common schools. This instruction was to be at least one year in the grammar grades and one year in the high school grades. Those individuals who were to teach the course were required to pass an examination on the principles of the Constitution of the United States of America and of Arizona. Any administrator or teacher who neglected this law would be dismissed from his position; and, it was the duty specifically of the state superintendent to implement this particular law.[46]

Once again some of the new legislation dealt with the powers and authority of the State Board of Education. The State Board was responsible to keep the records of its meeting, to adopt an official seal, to make rules and regulations for its own government and executive officers, and to determine policy, to direct work, and to appropriate funds. The Board could enforce the use of a course of study in the common schools and in the high schools and prescribe qualifications for admittance to the normal schools and universities. It was given the right to name all subjects to be taught in the common schools in the areas of manual training, household economics and kindergarten. It was also in charge of the education of the deaf, dumb, and blind. The State Board was required to cooperate with other departments in areas relating to schools, health, compulsory education, child law, and child conservation.

An important part of the new legislation provided that the school board should appoint, upon recommendation of the superintendent, any executive officers, specialists and clerks needed to work for the superintendent at a fixed salary.[47]

In the February, 1926 issue of the Arizona Teacher and Home Journal, it was announced that teachers need not fear the new legislative provision requiring that they pass an examination in U.S. History and Constitution because the University of Arizona, through their extension program, would offer this course to the school districts under the direction of H.E. Hendrix. Hendrix later became Superintendent of Public Instruction. The same article mentioned that Mr. Hendrix would be attending a meeting of superintendents (he was the Mesa Schools Superintendent) to be held in Washington that month.[48]

Education for Black Students

Little has been written about the situation of the Black students in Arizona. As already mentioned there was a legislative act passed in Territorial days providing for the segregation of Black students in the Territory and this was upheld in the year of statehood and therefore presumably continued as law. In September, 1926, and December, 1928, in the *Arizona Teacher and Home Journal*, mention was made of progress in the "colored high school" in Phoenix. These articles discussed the addition of teachers to the staff, all of whom had graduated from Black institutions except one who had graduated from the University of California. The program began in a small cottage in 1913 with one student, and in 1928, there were eighty-three students enrolled.

There were six Black teachers employed and the article stated that the "colored" school was under the same regulations as the union high school with the same text and grading system.[49] There were Black schools in McNary, Douglas, Ft. Huachuca, Flagstaff, Globe, Hayden, Miami, Bonita, Phoenix, Mesa, Gila Bend, Laveen, Union, Roosevelt, Tucson, San Xavier, Wilmot, Nogales, Prescott, Somerton, Crane, Laguna, and Vicksburg.[50] Segregated education continued to be reported by State Superintendents for another twenty years.

Biennial Reports: 1926-1932

In each of his reports, Superintendent Case provided a summary of the more significant measures adopted by the Legislature, and then he made recommendations for needed future legislation.

The law allowed common school districts to consolidate into a union high school district, without the necessity of an election. It stated that both normal schools should be converted into state teachers' colleges and junior colleges were to be provided by the high school boards. The law provided for hiring a school dentist and for kindergartens to be part of the regular school program.[51]

A state school for female juvenile offenders was established in which the girls were to be trained by teachers. The deaf and blind institution was separated from the University of Arizona.[52]

Significant recommendations made by Case were:

(1) That county superintendents must be holders of legal certificates to teach in Arizona. This law passed the legislature in 1927.[53]

(2) That the Board support the American Legion Bill making physical education compulsory in the public school system. Case gave specific attention to physical education feeling that this was indeed very important:

> A body that is physically trained until it is fit and sound is the first prerequisite of a well trained and clear thinking mind.[54]

During the 1927 Legislative Session, House Bill No. 145 was passed. It required that all common school children, unless excused by a physician, take physical education and training in the public schools. Also the public schools were required to offer these programs.[55]

(3) Case addressed the needs of the "mentally defective" saying that there was a growing and serious need for legislation in this area and that there were 142 of these children that were not receiving any help. He felt the state should provide a colony to take care of these particular students.[56] In April, 1927, the Eighth

Legislature did provide for the establishment of an Arizona Children's Colony.[57] In 1929 Case recommended that the Children's Colony receive more financial aid. The legislature complied, appropriating more funds and moving the Children's Colony away from Tempe College.[58] (4) Case supported the creation of district libraries plus traveling libraries and books to be sent by parcel post to the rural communities. The Arizona Library Association was preparing a bill for this and he supported it.[59] In 1930 a legislative act established free county libraries.[60]

Although several of Case's recommendations were acted upon by the legislature, there were others, some of which he continued to recommend year after year, that never became law until after Case's tenure as Superintendent. In 1926 Case recommended that Armistice Day be included in the patriotic calendar, and that the salary of the state superintendent be raised to $5,000. Also in 1926 Case complained that his position on the Pardon and Parole Board simply took too much time away from his other duties and that it was not fair to the people of the state. He repeated a request to be removed from this board in 1928 and 1930, all to no avail.[61]

Case recommended that there be a state supported placement bureau for teachers in order that school districts would have a clearing house of available teachers and teachers themselves would know where jobs were available within the state. He felt this was particularly important because the current practice had formed:

> a habit that had resulted in an
> unintentional discrimination
> against our home trained girls
> and boys.[62]

Case suggested that those teachers coming from out of state be required to take a certain amount of education within the state before being hired. In 1930 he was still concerned with teacher placement which remained a prerogative of the Board of Trustees.[63]

Included in Case's report was the notation that Maricopa Junior College had opened for 176 days with an average daily attendance of 227 students out of an enrollment of 327.[64]

Case's figures from the 1930 federal census report showed that out of a population of 435,573, Arizona had 33,969 individuals over ten years of age who could not read or write. Total average daily attendance of schools in the state was 78,643 including kindergarten, elementary, high school, night school, junior colleges, and accommodation schools.[65] Arizona spent its educational dollar as follows: grade school 56.29 percent or $6,480,454;

high schools 23.55 percent or $2,711,610; bond interest 6.65 percent or $765,957; and bond redemption 7.91 percent or $910,777. Other expenses were the sinking fund, 1.42 percent; county superintendents 1.98 percent; and state superintendents and vocational department 2.20 percent.[66] Actual school receipts for the year 1932 amounted to $9,624,985 while expenditures totaled $9,997,633.[67]

Monies to operate the office of State School Superintendent came from the sale of textbooks, commission on purchase of textbooks, income from school lands, and a tax appropriation of twenty-five dollars for each child in average daily attendance. As of July 1, 1930, the office had a balance of $2,220,596. Of this, $27,425 was spent in salaries and $83,850 in operation of the Department of Education. Travel amounted to $3,000 and the apportionment to counties was $1,875,654; with the purchase price of textbooks costing $104,223, thus bringing the total expended by the office of superintendent to $2,094,163.[68]

Case included in his report the new School Law Committee of which he was a member along with H.E. Hendrix who would be the next superintendent, and N.D. Pulliam who would be the superintendent in 1947. This School Law Committee recommended a more equitable means of education taxation throughout the state. They recommended establishing one and two room schools in the state wherever necessary, and they recommended, as had earlier superintendents:

> That the power of interpretation of the School Law be vested in the State Superintendent of Public Instruction, subject to appeal to the Attorney General.[69]

Case said that the School Board of Education was preparing an elementary course of study for the schools in the state and all certified individuals in the schools, including superintendents, should pass an examination on the Constitution of the United States and of the State of Arizona.[70]

Rumors were that there would be many educational measures for reduction of school expenditures placed before the Eleventh Legislature in 1933. Case stated that tax reform would probably be the major issue and that the State Board of Education and the State Superintendent were most concerned with saving money wherever possible. The depression had firmly set in throughout the United States and Case mentioned that for the year 1931-32 the State Board did not make any textbook adoptions and saved the state $30,000 in this act alone.[71]

In 1932, C.O. Case, although over the age of seventy, ran for re-election. He was defeated in the primary by Dr. Herman Hendrix who became the next

Superintendent. Dr. Case served in the Office of Superintendent for a total of nineteen years and retired on a teachers' salary. He was well known and respected. Memorials and newspaper articles were published throughout the state following his death on November 25, 1933.[72]

FOOTNOTES

CHAPTER XIII

[1] Delta Kappa Gamma, "Elsie Toles First Woman State Superintendent of Schools in Arizona," 1956 (Courtesy of Glen G. and Gladys E. Dunham of Douglas), pp. 1.2. Based on correspondence between Myriam Toles and the writer, October 15, 1974.

[2] Myriam Toles Letter, *op. cit.*, p. 1.

[3] "Early Rural Schools in Cochise County," As told by Elsie Toles, County Superintendent to Myriam Toles, *The Cochise Quarterly*, Vol. 4, Nos. 2 and 3, June and September 1974, pp. 44-45.

[4] Myriam Toles Letter, *op. cit.*, pp. 1-2.

[5] Delta Kappa Gamma, *op. cit.*, p. 4.

[6] Myriam Toles Letter, *op. cit.*, p. 2.

[7] *Ibid.*, p. 3.

[8] Delta Kappa Gamma, *op. cit.*, pp. 4-5.

[9] Myriam Toles Letter, *op. cit.*, p. 3.

[10] *Ibid.*, Delta Kappa Gamma, *op. cit.*, p. 5.

[11] Myriam Toles Letter, *op. cit.*, p. 4.

[12] *Ibid.*, pp. 4-5. Delta Kappa Gamma, *op. cit.*, pp. 6-7.

[13] Elsie Toles, "Report of N.E.A., Des Moines, July, 1921," The *Arizona Teacher and Home Journal*, Vol. X, No. 1, September 1921, p. 17.

[14] *Ibid.*, p. 18.

[15] *Ibid.*, p. 19.

[16] Elsie Toles, "The Textbook Question," The *Arizona Teacher and Home Journal*, Vol. X, No. 5, January, 1922, pp. 22-23.

[17] *Ibid.*, p. 23.

[18] Elsie Toles, "Highlights from the Superintendents Meeting," *The Arizona Teacher and Home Journal*, Vol. X, No. 1, March 1922, p. 14.

[19] *Sixth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Period July 1, 1920 to June 30, 1922*, p. 5.

[20] *Ibid.*, p. 6.

[21] *Ibid.*

[22] *Ibid.*, p. 7.

[23] *Ibid.*, pp. 6-9.

[24] *Ibid.*, p. 12.

[25] *Ibid.*

[26] *Ibid.*, p. 13.

[27] *Ibid.*

[28] "The Arizona State Teachers' Association-Thirty-First Annual Session," *The Arizona Teacher and Home Journal*, Vol. XI, No. 4, December 1922, p. 7.

[29] *The Arizona Republic* (Phoenix), August 31, 1957, p. 14, col. 5.

[30] *The Arizona Teacher and Home Journal*, Vol. XI, No. 5, January 1923, p. 30.

[31] C.O. Case, "Arizona's Educational Facilities", *Arizona*, Vol. 13, January 1924, p. 4.

[32] *Ibid.*

[33] *Ibid.*, pp. 4-5.

[34] *Ibid.*, p. 5.

[35] *The Arizona Teacher and Home Journal*, Vol. XII, No. 8, April 1924, p. 36.

[36] Ibid.

[37] Seventh-Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Period July 1, 1922 to June 30, 1924, pp. 5, 23-24.

[38] Ibid., pp. 25-26.

[39] Ibid., p. 53.

[40] Ibid., pp. 60-61.

[41] The Arizona Teacher and Home Journal, Vol. XIII, No. 7, March 1925, p. 8.

[42] Ibid., p. 9.

[43] Ibid., p. 11.

[44] Ibid., p. 12.

[45] 1925 Session Laws of Arizona, p. 61.

[46] Ibid., pp. 136-137.

[47] Ibid., pp. 198-202.

[48] The Arizona Teacher and Home Journal, Vol. XIV, No. 6, February 1926, p. 35.

[49] The Arizona Teacher and Home Journal, Vol. XV, No. 1, September 1926, p. 28. The Arizona Teacher and Home Journal, Vol. XVII, No. 4, December 1928, p. 133.

[50] Ninth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Period July 1, 1926 to June 30, 1928, pp. 8-10.

[51] Eighth Biennial Report of the Superintendent of Public Instruction to the Governor of the State of Arizona For the Period July 1, 1924 to June 30, 1926, pp. 8-11.

[52] Ninth Biennial Report, op. cit., pp. 8-10.

[53] Ibid.

[54] Eighth Biennial Report, op. cit., p. 12.

[55] *1925 Session Laws of Arizona*, pp. 289-295.

[56] *Eighth Biennial Report*, *op. cit.*, pp. 13-14.

[57] *Session Laws of Arizona 1927*, pp. 367-369.

[58] *Ninth Biennial Report*, *op. cit.*, pp. 12-13.

[59] *Eighth Biennial Report*, *op. cit.*, pp. 13-14.

[60] *Tenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Period July 1, 1928 to June 30, 1930*, p. 8.

[61] *Eighth Biennial Report*, *op. cit.*, pp. 8-11. *Ninth Biennial Report*, *op. cit.*, pp. 8-10. *Tenth Biennial Report*, *op. cit.*, p. 8.

[62] *Eighth Biennial Report*, *op. cit.*, p. 32.

[63] *Eleventh Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Period July 1, 1930 to June 30, 1932*, p. 22.

[64] *Ninth Biennial Report*, *op. cit.*, p. 164, 175.

[65] *Tenth Biennial Report*, *op. cit.*, pp. 72-73, 80.

[66] *Ibid.*, pp. 204-205.

[67] *Eleventh Biennial Report*, *op. cit.*, pp. 200-202.

[68] *Tenth Biennial Report*, *op. cit.*, p. 210.

[69] *Eleventh Biennial Report*, *op. cit.*, p. 9.

[70] *Ibid.*, p. 11.

[71] *Ibid.*, p. 8.

[72] "In Memoriam: Dr. Charles Orlando Case, 1860-1933," *The Arizona Teacher*, Vol. 22, December 1933, p. 114. "Report of Neurology Committee," *The Arizona Teacher*, Vol. 23, November 1934, pp. 88-89.

CHAPTER XIV

HERMAN ELBERT HENDRIX

Herman E. Hendrix was born April 8, 1880, in Germany and came to the United States the following year with his parents. He became a naturalized citizen with his father in 1885. In 1896, Hendrix graduated from the Blue Earth, Minnesota, high school and worked for a while as a stonemason for his father. He then entered and graduated from North Central College in Naperville, Illinois, with two degrees, one a Bachelor of Arts and the other a Bachelor of Philosophy in 1901. Hendrix taught high school science, German, and mathematics in St. Peters, Minnesota, for the years 1901-1902. In 1907 and 1908 he and his wife taught in a one room school, and homesteaded 160 acres near McCluskey, North Dakota. Following his North Dakota experience, Hendrix moved to Chicago where he taught in private schools and finished his degree in law at the Erie College of Law in 1909.

Next, Hendrix went to Everett, Washington, where he served as superintendent of schools from 1909 to 1917. He became superintendent of schools in Miami, Arizona, continuing there for two years and then joined the staff of Northern Arizona Normal School in Flagstaff where he became director of the Student Teaching Program for the academic year 1919-1920. From 1920 to 1931, Hendrix acted as Superintendent of Mesa Union High School and, at the same time, as Superintendent of Schools in the city of Mesa. Ultimately a court decision forced him to surrender one of the positions. He continued as superintendent of the city schools until January 1, 1933, when he became State Superintendent of Public Instruction. While Superintendent of Mesa schools, Hendrix received his Masters of Arts Degree from Stanford University. His thesis was concerned with testing and testing results in certain Arizona schools. He went on to complete his Ph.D. in School Administration from New York University in 1929 and thus became the first doctoral trained individual in the area of school administration to occupy the position of state superintendent of public instruction[1]

Statewide Exposure

From the period of World War I to when he was elected State Superintendent in 1933, Hendrix received a great deal of exposure as an educator throughout the state. His articles were constantly appearing in the Arizona Teacher and Home Journal and Arizona magazines. While a member of the Department of Education at Flagstaff Normal School in 1919, Hendrix published an article on training teachers. This article was based on a statewide questionnaire concerning the professional training of teachers and he summarized his findings in this report. He stated that there had been little work done to develop a teaching corps in the state, and little incentive was provided for teachers to continue in the profession, particularly in the area of salary. He found that the attitude of teachers throughout the state, particularly the normal school graduates, was very apathetic. He recommended that state certificates be renewed only upon increased professional studies, that the county institutes be developed along more practical and scientific lines, and that all school systems should require utilization of professional magazines and educational books. He supported the development of a strong state teacher association. He also felt that the administrators of the schools should be more active in developing professional gatherings and workshops for teachers.[2]

In the April, 1922 issue of the Arizona Teacher and Home Journal, Hendrix promoted the establishment of a salary schedule based on the following provisions: sufficiency for continuance in the profession, sufficiency for incentive for more preparation, and sufficiency for continued progress. He said it should be based on the size of the city, type of community, desirability of living in the community, grades taught, subjects taught, how many hours were involved, and the difficulty of the organization and discipline. Also to be considered in the new salary schedules supported by Hendrix were living expenses, cost of transportation in the communities, and educational preparation for the particular school. He brought up the question of whether it was desirable to have a difference between the salaries of men and women. He stated the recommendations of the National Education Association meeting showing the minimum and maximum recommended salary schedule: normal school graduates minimum $1100, maximum $1600, with six annual increases of $100 based on merit; A.B. degrees minimum $1200 and maximum $2200, with ten annual increases of $100; and teachers with masters degrees minimum $1400 and maximum $2400 with ten increases of $100. Hendrix went on to show the 1922 salary schedules for grade schools in Arizona with the lowest being Douglas at $1170 and the highest being Jerome and Clarkdale at $1900. He showed that kindergarten salaries ranged from $900 to $1650 with an average of $1300. Rural school salaries went from as low as $900 in Graham county to as high as $1800 in Cochise and Coconino counties for the year 1922.[3]

In the June 1924 issue of the Arizona Teacher and Home Journal, Hendrix was lauded with a full page picture and appending article about his background titled "Mesa Appreciates Superintendent Hendrix". One gets the feeling even at this early date, that Dr. Hendrix was preparing for an office greater than the one he maintained at Mesa. In March of 1925, Hendrix reported in the same magazine of his meeting of superintendents in Cincinnati and the fact that the meeting was primarily devoted to:

> the intensive study of the scientific aspects of curriculum building.

The meeting discussed the need for colleges and universities to change their course of study to meet the needs of the developing teaching profession and recommended that teachers and lecturers in these institutions have backgrounds in teacher training.[4]

Superintendent Hendrix

As Superintendent, Hendrix established the most complete staff that the Department of Education had ever had. He appointed a statistician, a director of curriculum, a director of research, a director of tests and measurements, a director of certification, and a textbook accountant. Hendrix was responsible for taking over where Elsie Toles left off in initiating a statewide comprehensive testing program of elementary schools using his own staff to direct this program throughout the state.

The elementary course of study started by Case was completed by Hendrix's staff. Hendrix organized conferences and brought in professional educators, elementary and secondary school teachers, and county superintendents to give advice and direction to the development of these curriculums.

In January and February of 1934, Hendrix organized a statewide tour taking educational leaders from outside and within the state around to various groups and organizations to create more interest in education. In the same year, Hendrix initiated the development of a secondary school course of study which was completed in April of 1936. Hendrix was interested in the development of adult education and supported it actively believing that education is a continuing process throughout a person's lifetime. He was particularly interested in vocational education and filled the position of State Director of Vocational Education.

He also initiated a new system of record keeping for the state office and a new system of school financing which was developed in reaction to the depression. Hendrix reduced the cost of his departments and reduced the per capita portion of the public schools from twenty-five to twenty dollars. Hendrix came out for a basic foundation plan in the state which has since been advocated by other superintendents, including W.P. Shofstall. He supported the idea that the state be directly responsible for financially supported minimum programs in all schools in the state. The counties and districts would be responsible for embellishment and additions to this program beyond the basic requirements. Hendrix stated that he felt the state officials should be elected for four year terms, particularly the superintendent, but he did not make a specific statement about whether the office should be elected or appointed.[5]

At the end of January, 1933, Hendrix called for the annual meeting of superintendents. At this meeting and in regard to the crisis of the depression, Hendrix said:

> We have gathered in a unique way to discuss an emergency filled with disaster more serious than floods, fires or wars. The spirit of cooperative assistance, the intelligence of the best minds and the universal determination of seeing this crisis through without permanent injury to civilization are needed in this momentous situation.[6]

He went on to say:

> This crisis in education goes deeper than the three R's. It goes to the very basis of good government, good citizenship and right living. We may well raise the question, Is education a luxury or a basic necessity?

The superintendent's meeting addressed the problems of the economy and the needs of the teachers. It supported a moratorium on the renewal of teachers certificates during this period because of the problem of hiring and maintaining teachers at reduced salaries. The motion to continue a moratorium was made by E.D. Ring who became superintendent of public instruction following Hendrix.

L.D. Klemmedson who was a Professor of Agricultural Education at the University explained why vocational education was particularly needed. Mr. Hill, in charge of the state textbook division presented some recommendations for economy to use all idle books in the state, to collect and redistribute all books from lapsed districts, to encourage more responsibility by the users of the books, to make a better check of the books, to rebind books, to avoid any duplications of books in the grades. It was discussed that the minimum state support for rural schools be decreased and E.D. Ring made a motion which passed that the one room schools receive $1100 to $1500 instead of the original $1500 minimum and that the two room schools receive a minimum $2200 to $3000 maximum.[8]

In June 1933 in the Arizona Teacher, Superintendent Hendrix published a message and a list of his staff. He started his message by saying:

> The firmament is heavy with dark
> clouds of doubt, despair and
> depression. Behind these black

> walls are certainty, hope and energy.[9]

Dr. Hendrix spoke to the conference on educational costs stating:

> We in charge of the schools must be willing to meet the present situation, cooperate with existing agencies, and plan educational programs for this swiftly moving and changing world. We must meet the obligations of financial support for these programs.

Hendrix presented to this organization a plan to eliminate the state kindergartens and adult night schools plus he cut the textbook adoptions, making a total savings for one year of $500,000 for the state.[10]

On May 3, 1933, Hendrix spoke to the Phoenix Hiram Club and stated that the cost of education in the United States that year was approximately two billion dollars and that at the same time the nation was faced with a crime wave and spending ten billion dollars in combating crime. In view of this, he predicted that there would be a need for a total change of methods and that the people of the country had to widen their scope regarding education.[11]

State Board: 1933

The State Board met on December 15, 1933, and stated that a teaching certificate would not be renewed unless the teacher had met the necessary obligations of the Arizona educational institutes, particularly concerning financial indebtedness. The Board ruled that part-time teaching would count toward teaching experience for certification and that junior college teachers must have the same qualifications as high school teachers. Dr. Hendrix was instructed to prepare a course of study for the smaller high schools of the state and a recommended list of textbooks to go with it. The testing program was to be continued for all eighth grade students in the state, not for the purpose of promotion but rather to determine what work was actually being accomplished in the schools themselves.[12]

In making his announcement for re-election in June 1934, Dr. Hendrix pointed to the fact that he had, since assuming his position, obtained a well-trained staff which had extended the works of the State Department. They were helping all types of schools, particularly in teacher training and wherever leadership assistance was needed. Two accomplishments of his tenure were the revision of the elementary school curriculum, with joint meetings held for the citizens, parents, and taxpayers to insure better educational programs, and the insuring of better economy within the schools. He had developed a guidance program for junior and high school pupils, modified the certificate requirements to increase the level of competence of teachers, revised the high school programs, and developed a statewide testing program in the elementary schools. He stated that he was proud of his accomplishments in reducing the budget for the State Department.[13] Hendrix had no competition in the primary and won easily in the general election that September.

Report of the Superintendent: 1934

Hendrix submitted to Governor B.B. Moeur his report covering the years July 1, 1932, to June 30, 1934. The most significant thing about this report was his "general discussion" of the depression situation in the state of Arizona specifically regarding education. He said:

> The school biennium ending June 30, 1934, was one of the most, if not the most difficult periods ever experienced in Arizona by school officials, taxpayers, teachers, children and parents.[14]

He felt that the most successful accomplishment of this period was that they were able to obtain a degree of education efficiency with reduced financial budgets in all areas of state education. He said it was necessary to eliminate the use of school supplies such as paper, pencils, crayons, rulers, teaching devices, library books, and playground equipment and in some cases even shorten the school year, although never below the minimum term of eight months. He said that without exception throughout the state, all school employees received reduced salaries. All repairs to school buildings throughout the state had been at a standstill due to the depression situation.

School appropriations made by the state and all of the fourteen counties were reduced by an average of twenty percent. Kindergarten support and adult education was eliminated by law, and the operating expenses of the State Department of Education were reduced by twenty percent. In view of this there were certain difficulties encountered such as overcrowding in the classrooms, reduced teaching staff, and a reduction in working and teaching materials.

Hendrix's recommendation in view of these problems was that there be more consolidation of schools and school districts with more efficient smaller units of administration. He also supported the placing of all unorganized school territory within the state into school districts. The Superintendent supported the fact that a larger share of the school costs of the county districts should be supported by the state realizing taxation from different sources other than real estate.

Hendrix stated that during the first years of his tenure there were six major educational conferences held to deal with these problems. They were an administrators' meeting dealing with the welfare of public schools, an educational tour of the state, an Arizona Guidance conference, an elementary school conference, a meeting of County Superintendents, an administrators' conference and a State Superintendents' conference. He discussed the fact that rural school teachers were receiving relief from the federal government and unemployed teachers were being supported by the Emergency Relief Administration and the Emergency Education Program. He also stated that all state warrants for teachers salaries during the last two years were being discounted to as high as twenty-five percent and not even cashed in some counties.[15] C. Louise Boehringer who was the Director of the Elementary Curriculum presented a description of the bulletins that had been published during the last two years. These were on music, home making, arithmetic, language arts, social studies, art, reading, and health education. The textbooks adopted for this period were geographies by Ginn and Company, history by Ginn and Company and an Arizona History for the seventh and eighth grades.

J. Morris Richards, director of tests and measurements, discussed the statewide testing program implemented under Hendrix's authority. This testing program was designed to develop standards for the upper five grades of the public school system. There were the Stanford Achievement tests, and these showed total scores of the state, indicating that in all grades in the state of Arizona, students tested above the national norm in 1933-34.[16]

State Board Increases Support In Spite of Depression

On December 29, 1934, the State Board of Education met with the following people present: Governor B.B. Moeur, Dr. H.E. Hendrix, Dr. Homer Shantz, Dr. Grady Gammage, Superintendent John Loper, Dr. T.J. Tormey, Mrs. Dorothy Sykes, and Mr. A.W. Hendrix. The board was fully constituted. It considered teacher pensions, and the secretary of the Board was instructed to send out new certificate regulations. The possibility of legislation regarding free textbooks for high schools was discussed with high school principals expressing favor for this. The Board decided to support such a resolution as long as the money for books did not come out of the elementary school textbook appropriation. The Board members in spite of the depression and Superintendent Hendrix's report, supported the increase of the per capita state support to between $40 and $50 as opposed to the then $20 and discussed the possibility of establishing a legal pupil-teacher ratio of thirty-five. A motion passed stating that whenever a board of trustees, a superintendent, a principal, or a teacher, violated any rule or regulation of the State Board of Education, the State Superintendent was instructed to take immediate punitive action.[17]

In September of 1935, Dr. Hendrix published in the Arizona Teacher a report to the teachers of the state and said:

> The function of the State Department of Education is primarily (1) to improve teaching contact between pupils and teachers (2) to give more opportunities for improved educational contracts (3) to encourage experimentation and offer opportunities for using the most progressive methods in this critical era of human society.[18]

State-Federal Conference

With the continuing growth of federal aid for state education, Superintendent Hendrix developed a plan of coordination between the State Department of Education and federal agencies. Hendrix called a conference with all the state and federal officials who would be responsible for interaction between these various agencies. This included the Civilian Conservation Corps, Work Progress Administration, National Youth Administration and other federal agencies and state agencies. Specifically adult education was discussed with WPA being responsible at that time for hiring 150 teachers in Arizona. There were also specific women's projects discussed with the hope of offering them on a statewide basis. Also there was a discussion on the establishment of nursery schools and adult education programs.[19]

Superintendent's Report: 1936

At the beginning of his report, Superintendent Hendrix listed his administrative staff of twelve. It included Directors of Curriculum, Certification, Research, Statistics, Test and Measurements, and Textbooks, and Supervisors for Agricultural Education, Homemaking Education, Industrial Education, Civilian Rehabilitation, an Executive Secretary for Vocational Education, and an Assistant to the Director of Research. The Department of Education had grown considerably over the recent year, particularly at the administrative level. In his "General Report" the Superintendent was positive about the "gradual betterment" of the public schools in the state and the fact that unpaid school warrants were now being paid. There had also been an end to the reduction of teachers salaries, and the taxpayers were less concerned about the reduction of the budget than they had been previously. The sales tax, luxury taxes and income taxes were also beginning to provide a more positive financial support for the schools, and the property tax rates were being reduced slightly. In regard to problems, Hendrix stated that the classrooms were still overcrowded and salaries had not been raised from the depression level. He felt the compulsory school law was violated more than observed and there needed to be some means of enforcement of these attendance laws. Hendrix stated that there were new courses of study for the elementary schools, for industrial arts, and for the Americanization program. The preliminary form of the secondary school course of study had been issued and would be implemented as soon as possible.[20]

Hendrix mentioned that adult education and nursery schools were being carried on successfully as part of the Federal Education Project. He mentioned that the Twelfth Legislature did raise the per capita apportionments from twenty dollars back to the original twenty-five dollars. With the increased state aid, counties again were able to reduce their own tax base. Salary and operation warrants as issued by the districts had been restored to par value and were cashable at almost any bank in the state. Hendrix reported that the federal government had provided $2,600,000 for school and college buildings via the Public Works Administration. In reference to his own office, he stated that the supervision for public instruction throughout the state had been carried on with the use of bulletins and through personal visits made by himself and members of his staff. A report was made concerning the Bureau of Indian Affairs and the Department of Interior. Superintendent Hendrix stated that the relationship was most positive. He had been meeting with the Superintendent of Indian Education and worked out a program for enrolling Indian students in the public school districts and for receiving payment from the Bureau of Indian Affairs.[21]

The Director of Elementary Education, in this report, discussed the types of curriculum programs that it had sent out to be implemented in the school districts. There was a general introductory course of study, courses of study for music, homemaking, arithmetic, language arts, social studies, art, reading, health and physical education, industrial arts, nature study, and other bulletins for the improvement of instruction.[22]

Under the title "Research Division", W.H. Harless mentioned two developments. One, that in spite of the handicap of funds for research, the U.S. Office of Education had granted to the department $16,000 for a study of schools. The research was being helped by graduate students in Arizona institutions who were involved in investigations for tabulating and interpreting data and making general investigations as assigned. Some of these included a comparative study of teachers' salaries, study of school transportation, study of joint community school activities, and the study of commercial offerings of certain high schools.[23]

J. Morris Richards, the Director of the Testing Program, commented that the Metropolitan Achievement had been instituted in the state in 1934-35 replacing the New Stanford Achievement Test. Also introduced into the state schools were spelling tests, English language tests, and an eighth grade survey examination. A high school comprehensive examination was also used by this Department throughout the state.[24]

Statistics: 1936

The statistical report indicated that the total enrollment for the elementary schools including pre-primary, kindergarten, and grades one through eight was 43,506 with a net enrollment of 39,124. The "Colored School" report was included showing a net "colored" enrollment of 1,977 students with an average daily attendance of 1,515 with sixty teachers at a total expenditure for the schools of $85,473.[25]

The state teachers' colleges reported that there were 1,172 students at Flagstaff with thirty-eight faculty members, eight of whom had a Ph.D. At Tempe there were

1,498 students, with fifty-seven instructors, eleven of whom had a Ph.D.[26]

Looking Forward

In the September 1938 Arizona Teacher, Superintendent Hendrix presented an article called "Arizona Education is Looking Forward". Hendrix mentioned in this article that education must be practical and must be developed to meet the every day needs of practical living if it were to be successful in the future. To do this, it was necessary to offer an expanded curriculum particularly at the secondary and college levels. Hendrix said that the State Department of Education had developed committees to undertake planning for the preparation of materials in the subject matter fields offered by the high schools. Following that, a general comprehensive guide would be prepared by the State Department of Education which would be in the form of a high school manual to give all pertinent information regarding secondary education in Arizona. Hendrix stated that the only way education could continually be improved was by the improvement of teachers' salaries, and in return, demanding six to seven years preparation particularly at the high school and college level. He said:

> In order that the quality of teaching instruction might be better secured, it is suggested that a system of cadet teachers, or teacher interns be established, and after ability and worth have been proven, ample remuneration be set up for the professional teacher.[27]

In this article, Hendrix also mentioned that Arizona had a program that had been recently set up with federal aid, providing occupational education and training. In regard to the classroom, Hendrix recommended that teachers have no more than thirty elementary school pupils or twenty high school pupils, and that the compulsory school age be raised to eighteen throughout the state. He also supported the reinstating of the kindergarten program that had been eliminated during the depression. He said:

> Children of kindergarten age are now either being robbed of educational opportunities, or the local districts are having to pay the entire cost of such education.[28]

Hendrix Anticipates the Environmental Crisis

In the next issue of the Arizona Teacher, October 1938, Hendrix wrote an editorial for the magazine concerning the matter of teaching conservation education in the state schools. Hendrix said in this article that conservation education should no longer be considered "controversial" and that:

> the significance and necessity of proper land use does not appear to be limited to any subject, to any age group, or to any segment of population.[29]

He stated that it was necessary to instruct children not only in the love for the land and its resources, but in the fact that the resources are like a bank account and limited. He said:

> In this present day, through unintelligent and thoughtless use of land, of its forests and grasses, and through improvident use of water, all of these balances have been upset. The need to re-establish these balances is pressing and is evident to all, even the young children in our schools.[30]

Hendrix finished his editorial stating that the state department was ready to help in the developing of this very necessary program.

Superintendent's Report: 1938

In October of 1938, Superintendent Hendrix submitted his official biennial report to the governor. This report was much shorter than the massive 400 page previous report. He mentioned in the "Report of General Educational Conditions" that things were generally improving within the state. The legislature, in 1937, granted both teachers colleges the right to issue master's degrees. Financially Hendrix said the schools were about the same as in the previous two year report and most school warrants now were considered to be equivalent to cash. However, classrooms continued to be overcrowded and there was still difficulty in improving school rooms due to the shortage of available money. Employment within the state was good he said, noting there were only isolated cases of unemployment at that time. New innovations that he mentioned were use of the radio stations in Arizona to carry educational programs starting in 1937. Of particular note, Hendrix said:

> Visual education received encouragement during the biennium in the State Department of Education. A portable talking picture machine was purchased and a small library of films suitable for both elementary and secondary use was obtained. The films were shown, on invitation, in nearly every county in the state.[31]

Also mentioned in this report was the fact that Phoenix Union High School had begun a correspondence division to offer courses at the high school level to pupils in isolated sections of the state and to those pupils who had disabilities. Hendrix mentioned that there was no change in certification during the previous two years. He recommended the re-establishment of kindergartens and the adult night classes by the legislature at its next meeting.[32]

Within this report there was a specific section called "Indian Education" giving the history of the deliberations between the State Department and the Bureau of Indian Affairs started in 1937 in an attempt to sign a contract providing for public education of Indian children with tuition being paid by the federal government. The report mentioned that as of 1938, the contract was very close to being signed.[33]

Statistics: 1938

The total income for the state of Arizona for 1938 was $11,248,992 and of this, elementary income was apportioned at $5,872,051 and the high schools' appropriation was $2,632,408.[34]

In the school year 1937-38, the total elementary school expenditures amounted to $7,550,043, and the total expenditures for the high schools that year were $3,289,184.[35]

The total amount of funds distributed by the State Department of Education amounted to $2,335,555. Of this, $154,159 was appropriated directly to the State Department and $2,135,196 was appropriated for elementary and secondary education. Those funds at the disposal of the Superintendent of Public Instruction amounted to approximately $300,000 of which $48,775 was from interest on state land sales, $79,705 on state land rental fees,

$66,145 on interest on bonds purchased and $70,055 from the forestry reserve fund.[36]

The expenditures for the Office of Superintendent amounted to $24,649 for salaries and wages, approximately $56,000 for textbooks, $56,999 for teacher retirement and the rest for basic office operations.[37]

The enrollment of the state for the school year 1937-38 was 89,708 for the elementary schools, and for the high schools 20,348.[38]

The report also included "Data Concerning Arizona Colored Schools" showing a total net enrollment of 2,346 with an average daily attendance of 1,748, with sixty-six teachers at a total expenditure of $104,085.[39] The average days that the elementary schools were in session in the state was 165, and for high schools 174. The state average salary for men and women combined was $1,339, for elementary and $1,714 for high schools.[40]

Superintendent's Report: 1940

Before his retirement on January 5, 1941, Superintendent H.E. Hendrix submitted his recommendations and statistics concerning education in Arizona to Governor R.T. Jones. Hendrix said in his "Report of General Education Conditions" that there were no real landmarks during that period in Arizona education. He mentioned specific programs of radio, visual education aid and correspondence studies that had been developed in the last two years.

The most interesting part of his report was the fact that under his leadership the state had produced its thirteenth course of study entitled "Instruction of Bilingual Children" stating that because one-third of the children of the Arizona schools were from Spanish speaking homes, this was the most important study they had yet provided. He also mentioned that there were new textbook adoptions in the area of supplementary reading.[41]

In the section titled "Research Division" it was mentioned that the Research Department had decided through careful study that the one and two room schools in the state were indeed inferior, and that the teachers were undertrained and underpaid. They recommended that the legislature be approached for a new basic state aid of $1500 minimum for one room rural schools enabling them to pay better and therefore get better teachers.[42]

Under the title "Elementary Education in Arizona," Miss Boehringer specifically discussed the new bilingual program stating:

> The instruction of bilingual children is a far reaching problem in Arizona as it touches most of the schools of the state. The Mexican population in Arizona has increased steadily from

> 1890 to 1940 and ever since 1919 the Mexican population has been around 26% of the total population of the state. In order that these bilingual children might have adequate learning situations and procedures, this bulletin sets forth the conditions of the problem, and makes available to the teachers some of the conclusions, and something of the philosophy underlying the efforts of those who have made a study of the problem as to goals, techniques of teaching, and plans for better living in the homes and communities of these young bilingual children.[43]

This was the first attempt on the administrative level to implement a positive bilingual program within the state schools since the time of A.P.K. Safford.

J. Morris Richards mentioned under the title "Tests and Measurements Division" that spelling tests had been implemented throughout the state and he discussed the new high school psychological examination which was also being administered to help guidance counselors in the high schools give direction to their students. Also there was a new elementary ability test that was being given the eighth grade to help the elementary school principals provide adequate guidance.[44]

Within the section titled "Indian Education" for 1939-40, it was shown that the state's Board of Education received from the Bureau of Indian Affairs $38,242,39 of which $36,021.50 was paid to the school districts for lunches, transportation, and tuition for the Indian children in the state who were attending the public schools. There were forty-five districts involved at this time with an enrollment of 583 Indian pupils providing an average daily attendance of 515. The end of the report mentioned that within this funding $2,500 was allowed for administration, but this was not utilized.[45]

The "High School Visitor Report" indicated that the Phoenix Colored High School had been accepted by the North Central Association of Colleges and Secondary schools.[46]

Hendrix Retires

On May 15, 1940, Dr. Herman E. Hendrix, State Superintendent of Public Instruction for seven years, announced his retirement. He said:

> For personal reasons---health and physical--I have decided not to seek re-election.[47]

A newspaper article said:

> Immediately after it became known that Dr. Hendrix would not be a candidate, rumors said E.D. Ring, Maricopa county school superintendent and Carl Hickerson, Clarkdale high school principal and former Yavapai county school superintendent, probably would be candidates...During his incumbency, Dr. Hendrix had become nationally known as a school administrator, being

> connected with all phases of the profession and the National Educational Association.[48]

Dr. Hendrix remained in Arizona, making his home in Mesa until his death on April 19, 1948.[49]

FOOTNOTES

CHAPTER XIV

[1] *History of Arizona* Biographical, Vol. III, IV, V, (Phoenix: Record Publishing Company, 1930) p. 94. J. Morris Richards, *Biography of Dr. H.E. Hendrix* (Tucson: University of Arizona, 1936), pp. 1-5.

[2] H.E. Hendrix, "Training of Teachers in Service", *The Arizona Teacher and Home Journal*, Vol. VIII, No. 4, December 1919, pp. 8-9.

[3] H.E. Hendrix, "Factors to be Considered in Making Salary Schedules" *The Arizona Teacher and Home Journal*, Vol. X, No. 8, April 1922, pp. 15-16.

[4] "Mesa Appreciates Superintendent Hendrix", *The Arizona Teacher and Home Journal*, Vol. XII, No. 10, June, 1924, pp. 22-23. "They Went - They Heard - They Say". *The Arizona Teacher and Home Journal*, Vol. XIII, No. 7, March 1925, p. 31.

[5] *History of Arizona*, *op*. *cit*., p. 94. Richards, *op. cit*., pp. 1-52.

[6] "Annual Meeting of County Superintendents" *The Arizona Teacher*, Vol. XXI, No. 6, February 1933, p. 152.

[7] *Ibid*., p. 153.

[8] *Ibid*., pp. 152-154.

[9] "A Message From Our State Superintendent", *The Arizona Teacher*, Vol. 21, June 1933, p. 128.

[10] *Ibid*., p. 129.

[11] *The Arizona Republic* (Phoenix), May 4, 1933.

[12] "State Board of Education in Session" *The Arizona Teacher*, Vol. XXII, No. 5, January 1, 1934, p. 152.

[13] *The Arizona Republic* (Phoenix), June 22, 1934.

[14] *Twelfth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona July 1, 1932, to June 30, 1934*, p. 6.

[15] *Ibid.*, pp. 6-9.

[16] *Ibid.*, pp. 14-22, 39-41.

[17] "State Board of Education in Session", *The Arizona Teacher*, Vol. XXIII, No. 5, January 1935, p. 154.

[18] "State Department of Education" *The Arizona Teacher*, Vol. XXIV; No. 1, September 1935, p. 29.

[19] *The Arizona Teacher*, Vol. XXV, No. 1, September 1936, p. 20.

[20] *Thirteenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona July 1, 1934 to June 30, 1936*, pp. 6-7.

[21] *Ibid.*, p. 8.

[22] *Ibid.*, pp. 10-11.

[23] *Ibid.*, pp. 13-17.

[24] *Ibid.*, pp. 19-20.

[25] *Ibid.*, pp. 226,267.

[26] *Ibid.*, pp. 308-309.

[27] H.E. Hendrix, "Arizona Education is Looking Forward," *The Arizona Teacher*, Vol. XXVII, No. 1, September 1938, pp. 8-9.

[28] *Ibid.*, p. 9.

[29] Editorial, *The Arizona Teacher*, Vol. XXV, No. 2, October 1938, p. 38.

[30] *Ibid.*

[31] *Fourteenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona July 1, 1936 to June 30, 1938*, pp. 9-10.

[32] *Ibid.*, pp. 10-11.

[33] *Ibid*., p. 19.

[34] *Ibid*., pp. 152-154.

[35] *Ibid*., pp. 158-159.

[36] *Ibid*., p. 184.

[37] *Ibid*., p. 186.

[38] *Ibid*., pp. 187-189.

[39] *Ibid*., p. 217.

[40] Ibid., pp. 226-227.

[41] *Fifteenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona July 1, 1938 to June 30, 1940*, pp. 8-9.

[42] *Ibid*., pp. 10-11.

[43] *Ibid*., p. 12.

[44] *Ibid*., p. 18.

[45] *Ibid*., p. 19.

[46] *Ibid*., p. 16.

[47] *Phoenix Gazette* (Arizona), May 15, 1940.

[48] *Ibid*.

[49] *Phoenix Gazette* (Arizona), April 19, 1948, p. 1, cols. 1-2. *The Arizona Republic*, p. 13, col. 4, April 20, 1948.

CHAPTER XV

CONTROVERSIAL FIGURES IN THE SUPERINTENDENCY

RING, PULLIAM, KLEMMEDSON AND BROOKS

The years 1941 to 1958 were full of activity for the Office of Superintendent. Many improvements took place in the office and many accomplishments helped Arizona's educational system move forward. Office holders were often controversial figures and the people of Arizona kept a keen eye on all activities in each term. During and immediately after World War II, education in Arizona was in a holding pattern. The profession tried to maintain at least minimum standards but this was most difficult with great depletion in the ranks of teachers and finances throughout the state.

E.D. Ring: 1941-1947

Very little has been recorded concerning E.D. Ring or the six years of his administration from 1941 to 1947. He was born on a farm near Cave City, Arkansas, in 1888. In 1918, following military service, he started as a teacher and later became principal at Laveen. In the early 1930's Ring became Superintendent of Maricopa County. He was known among other things, for his interest in vocational education. He would take slide shows throughout the county trying to interest children in developing worthwhile outside interests. Ring was a graduate of Arizona State Teachers College at Tempe and also did post graduate work in California.[1]

Annual Reports of the Superintendent

Superintendent Ring submitted The Sixteenth Biennial Report to Governor Sidney P. Osborn in the fall of 1942. This report was dated June 30, 1942. As compared to the three to four hundred page reports of C.O. Case and H.E. Hendrix, this total report was only sixty-five pages long of which there were only two pages of overview and no recommendations. Ring stated that the report was brief due to lack of funds.

Ring listed his staff which showed a decrease compared to the prewar staff under Superintendents Case and Hendrix. Ring had only five subordinate administrators in the State Department of Education at the Capitol. But in his capacity as Director of Vocational Education, he had an additional five subordinate administrators, one of whom, L.D. Klemmedson, Supervisor for Agricultural Education, would become Superintendent of Public Instruction in 1947. Ring was also the Executive Officer of the Arizona Vocational Education for War Production Workers.[2]

Ring was most concerned with the war emergency and its relationship to education. The public schools of Arizona were directly involved in the war program, providing educational programs in the areas of Inter-American friendship, nutrition, health, safety, conservation, geography, and aviation. The schools were also involved in National Defense Training and the Federal Aid Program which had 132 classes in the state with 8,600 individuals enrolled during the school year 1941-42 preparing for war work in plants and industry. The Agricultural Training Program also received increased emphasis with more and more individuals being trained to meet the war needs of agriculture.[3]

Within the daily school program, Ring mentioned that homemaking for both boys and girls was being specifically emphasized along with the teaching of first aid, and food and fuel conservation. The vocational program had been completely reorganized to relate to only the war needs. Ring stated that another new accounting procedure had been introduced by the State Department in all the schools which was supposedly more efficient and would help the school officers keep better records in less time. Textbooks were being repaired, renewed, and recycled throughout the state with very few new textbooks being purchased. A total of 15,000 textbooks for the school year 1941-42 were recycled back into the schools.[4]

In his 1944 annual report he mentioned that Arizona was still experiencing a severe manpower shortage; and, in view of this, the State Board had taken steps to allow those college graduates deficient only in technical regulations for teaching to be certified. Ring mentioned that there was a definitive need for the recruitment of out of state teachers again. He believed the teacher shortage would continue for some time and that the only way the state could deal with this specifically was by the raising of salaries.[5] In 1946 Ring was unable to report that more teachers were coming from out of state, with 657 of the 920 certificates issued in 1946 given to teachers just moving to the state. A serious situation according to Ring was the decline of male teachers applying for certificates because of low salaries.[6]

Under the heading of "Indian Education", Ring stated that due to the war there was a heavy migration of Indian familes into the cities and because of this, there was an increased level of federal income to support these children in the public schools. Under the "Vocational Education" program, which was federally funded through the Department of Education, Ring mentioned that courses were being carried on throughout the state in food production, farm machinery, repair, farm carpentry and livestock classes, with over 4,000 individuals enrolled.[7]

Ring made his last report as Superintendent of Public Instruction in the fall of 1946. In this report, he adopted the format of previous superintendents Toles, Case and Hendrix and made specific recommendations for legislation and discussed accomplishments of Arizona education. Ring listed a need for legislation for a minimum salary of $2,400 for a fully certified Arizona Public school teacher, per capita state aid allotment to be increased to $115 per pupil, legislation allocating state funds for textbooks averaging $2.00 per pupil per year, and provision for a "separate office" for the State Superintendent of Public Instruction when the capital building was expanded.[8]*

Ring recommended that salaries be provided from state school funds for the following positions: directors of curriculum, elementary supervision, secondary supervision, business management, audio visual, physical education, school legal service, tests and measurements, and for three directors of rural school supervision. He also recommended the matching of federal aid for vocational rehabilitation, the establishment of Directors of Distributive Education and Vocational Information and an Assistant Director for Trade and Industrial Education. He suggested state aid to rural schools be raised from the established maximum of $1500 per one classroom unit to $3,000 and a minimum of ten percent of state aid to be provided to school districts on an emergency basis above and beyond their normal appropriations.

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* This did not happen until in the early 1970's when the new Department of Education building was opened near the capitol.

Ring believed that teacherages should be provided for rural school teachers, legislation should limit the number of pupils per class on which state payment would be made, legislation should raise the compulsory school attendance age to sixteen or high school graduation, and should enforce the compulsory attendance law. He also believed the local school boards should be authorized to budget for school lunch programs and state funds should help pay for the national school lunch program provided by a federal grant $266,358.[9]

In his official letter of transmittal to the governor, Ring said it would be necessary to create new courses of study for the postwar society, to extend the use of the new audio visual materials and to actively support vocational guidance, rural education and national resource conservation.[10]

Inadequate textbooks were used during the war so there was a serious need for textbooks to be adopted specifically in the area of social sciences. Ring mentioned that the State Department was recommending to the Legislature an addition of five percent to the total textbook budget to allow for the formation of professional committees of educators throughout the state to advise the Board and State Department on textbook selection.[11]

Ring was specially concerned with the needs of the state rural schools and that the maximum allotment of $1500 per room was not adequate as a result of postwar inflation. Ring stated:

> The isolation of many one-room schools prevents them from securing adequately educated and trained teachers. Some schools have not been able to secure the services of any teacher.[12]

To overcome the problems of rural education, Ring suggested rural school libraries, an increase in more modern teaching materials particularly in the audio visual areas, better quality heating and lighting in classrooms, provision for adequate transportation of children, and the development of a course of study to help rural teachers.[13] Ring indicated how crowded the rural schools were becoming. Stanfield had three teachers with 212 students, Eleven Mile Corner had two teachers with 141 students, Toltec had one teacher with ninety-nine students, and Sawtooth had one teacher with fifty-two students.[14]

At the end of his letter to the governor, Ring stated the most serious problem was the number of unqualified teachers in the schools with at least one unqualified teacher in every high school in the state. The State Department was requiring emergency certified teachers to upgrade themselves by taking extension courses, correspondence courses and summer school courses to become fully certified.[15]

Statistics

Ring submitted the shortest statistical summaries of any superintendent's report since territorial days. He said this was done due to the need for economy. Ring showed that elementary schools had a total of $10,221,631 available, of which they spent $8,222,019. The high schools had a total of $4,679,138 available and spent $3,881,669.[16]

County superintendent's salaries ranged from as low as $1800 a year to as high as $2400. In the report for the Office of State Superintendent $24,586.35 was spent in salaries, $232.28 for repairs and replacements, $81,067 for pensions, $65,105 for textbooks, $2,224 for for travel, plus office operation expenses.[17]

Enrollment in the elementary schools was 92,780 in 337 school districts, and in the high schools it was 23,650 in sixty districts. In this report there was no "Colored Schools Report" as was the case with earlier superintendents. However, there was a new report entitled "Pupils of Foreign Extraction", and in this report pupils of foreign extraction included Indians and Blacks in the public elementary schools and in the public high schools. There was listed at this time a total elementary school population of 31,342 "Foreign" students of which 25,157 were Mexican, 829 were Indians and 2,281 were Negroes. The high school had a total of 4,418 students that were "foreign". Of these there were 3,559 Mexicans, 121 Indians and 457 Blacks.[18]

Teacher Shortage and Certification Controversy: 1943

By 1943 a serious teacher shortage had developed throughout the state, causing tension to mount among the superintendent's office, the Arizona Education Association, and teachers in general. The State Board had felt it necessary to reinstate all lapsed Arizona certificates for the war years 1943-44. These were not to be reissued, however, after the war. This brought about a great deal of controversy and criticism within the profession via journals and professional leaders. They felt this would be a step toward lowering the quality of teacher preparation in the state which before World War II had been one of the highest levels of any state in the union. In a letter dated February 11, 1942, to Mr. Maxwell, the Executive Secretary of the Arizona Educational Association, Ring stated that the Board decided all standards would apply for the regular certification procedures of teachers who wanted a standard elementary or high school certificate. However, he said:

> We have schools in this state that have been in session less than half of the year. We have schools at the present time unable to obtain a teacher...Again may I assure you that the State Board has not lowered the standards for issuing Arizona certificates, and the action taken is only of a temporary nature and only valid the coming year.[19]

To fill the vacancies that were appearing throughout the state, teachers that had held the Old First Class, Second Class, Educational or Normal School Certificates could reapply and be reinstated for one year during the war emergency. Ring felt that this would not lessen the qualities of the teachers.

He composed a feature article for the Arizona Teacher discussing the effect of the war on education. He said:

> Recent visits to high schools of Arizona reveal that some departments

> in some of the high schools have either closed, or are being taught by teachers not highly qualified. The problem parallels the condition found in our farming industry and in many other fields of activity.[20]

He stated that the schools had become very much involved in the war effort, the scrap metal drive, and homemaking. Within Arizona 14,662 trainees were in the war training programs and war production programs established in the schools.[21]

The problem of a teacher shortage and certification continued after World War II. It was reported in the fall of 1945 that M.J. Hurley had resigned as director of Teacher Certification in protest concerning the direction of certification in the state. In the _Arizona Teacher-Parent_ mention was made of the problem:

> It has been known for some time that there was friction between Mr. Hurley and State Superintendent E.D. Ring..[22]

It appears that there was a below the surface conflict between various individuals and agencies concerning certification. Superintendent Ring was seemingly in support of the idea to relax certification requirements, making them more flexible in order to adjust to the teacher shortage. The Arizona Education Association, in their journal, were most supportive of M.J. "Mike" Hurley who felt that certification requirements should be increased and strengthened.[23]

Ring defended his actions and those of the school board in the Arizona Teacher:

> The State Board of Education has had to make certain emergency certification concessions since we entered the war in 1941 in order to keep schools open and staffed by as competent teachers as could be obtained. We have and are losing many, many teachers---both men and women---to the military service and to industry.[24]

Ring discussed the teacher shortage and the approaching end of the war. He stated that the most serious problem Arizona would face was a lack of adequate salaries. Ring said:

> Can we expect to obtain and hold in the classroom, well-trained, competent teachers who have had four and five years college training, while other individuals with little or no training can serve other employment at a much higher yearly salary?[25]

Ring mentioned that he and the Board were also considering:

> The re-education of teachers now in service to meet present and future needs of citizens.[26]

In summation, Ring said that emergency certification was necessary and would no doubt be necessary until teacher salaries in the State were raised and in return the districts of the State could command higher quality and better prepared teachers.[27]

Ring stated at the meeting of the Arizona State Administrators on November 2, 1945:

> Teachers are now returning from military service and war industries and are unwilling to re-enter the teaching profession on the basis of present salary schedules. All those interested in education must work toward securing better salaries for teachers...It is the responsibility of school administrators and the state department of education to notify teachers that they should have regular (prewar) certificates by the beginning of the next school year, 1946-47.[28]

The Arizona Teacher editorially supported Ring and stated that at the end of the war, teachers' salaries were worth less than they were at the start of the war. The cost of living for teachers in Arizona during the war increased thirty-three percent whereas teachers salaries had increased only twenty-four percent.[29]

Legislation, 1941-45

During Ring's tenure little new legislation passed due to World War II. On April 28, 1942, the legislature allowed the State Board of Education to accept federal grants:

> for defense in education, the reduction of illiteracy, the teaching of immigrants, or other educational purposes.[30]

The law stated these provisions would expire six months after cessation of hostilities.

On March 25, 1943, the Legislature for the first time provided for a specific budget for the Superintendent of Public Instruction based on:

> the sum of money which shall be equal to sixty-five dollars per capita for common school education, and ninety-five dollars per capita per high school education, per annum, computed according to average daily attendance in common and high schools during the previous year as shown by the records of the Superintendent of Public Instruction.[31]

In this specific budget the salaries for Superintendent, Assistant Superintendent, and staff were $20,100. Operation was set at $8,000, travel $2,500 and repairs and replacements at $250. It provided for teacher's pensions at $87,000 and textbooks at $90,000.[32]

Nolan D. Pulliam: 1947

Nolan Pulliam was serving as assistant superintendent at the end of E.D. Ring's tenure and was successfully elected to the Office of State Superintendent. He took office in January of 1947, but only served for nine months.

Pulliam was born in Purdin, Missouri, in 1902, and received his Bachelor of Arts Degree in 1925 from Central College, Missouri. Traveling to Mesa, Arizona, Pulliam served as a teacher in the high school for three years and then became principal of Franklin School in Mesa. In 1932, he was selected as Superintendent for the Madison School District in Phoenix. During these years, Pulliam attended Stanford University summer school and received his Masters Degree in 1932. Also in 1930-32 he served as Secretary of the Arizona Education Association and in 1938 was named Executive Secretary. He served in that position until 1942 when he joined the U.S. Army at the rank of Major. When he returned from the Army, Pulliam joined the staff of E.D. Ring as assistant superintendent.[33]

Legislation: 1947

The only educational legislation of note was emergency legislation passed on March 15, 1947, providing $2500 for the Superintendent of Public Instruction to alter, enlarge and improve his office.[34] Another emergency action was to provide state aid up to a maximum of $30,000 for any public junior college determined eligible by the Superintendent of Public Instruction. An average daily attendance at a junior college of not less than one hundred students was required for the aid.[35] In the fall of 1947, Pulliam left the office to become an assistant to the director of the U.S. Office of

Education in Washington.

Linne Klemmedson: 1948

Linne Klemmedson also served briefly as Superintendent of Public Instruction, having been appointed in September of 1947 to fill Pulliam's position and leaving office the first of January, 1949, defeated in the election by M. L. Brooks.

Klemmedson was a Democrat like all previous state superintendents except Elsie Toles. He was born in 1895 in Colorado Springs, Colorado. He served in World War I and following his service attended Colorado Agricultural College where he obtained a Bachelor of Science Degree in animal husbandry in 1923 and his Masters Degree in agricultural education in 1927. From 1927 to 1937, Klemmedson served on the faculty of the University of Arizona, College of Agriculture and became the Chairman of the Department of Agriculture and Home Economics with the rank of full professor. In 1937, Klemmedson left education to work in private business for two years and then in 1939 became the State Supervisor in the Department of Education for Vocational Agricultural Education. He taught at Phoenix College, organizing the Department of Agricultural Education. During World War II, as State Supervisor of Vocational Education, Klemmedson was responsible for the War Production Training Program for the state. On September 16, 1947, Klemmedson was appointed by Governor Osborn to be State Superintendent of Public Instruction.[36]

Klemmedson Confronts the State Legislature

During his brief period in office, Klemmedson took on a high profile in the newspapers of the state because of his confrontation with the State Legislature in March and April of 1948. This confrontation is reminiscent of earlier days when territorial assemblies attempted to eliminate or downgrade the Office of Superintendent by refusing to establish an adequate amount of funding. The legislature in the spring of 1948 refused to appropriate $32,000 needed by the Superintendent for his office. Klemmedson said the legislature was reacting to him because of its hostility to the governor and that he did not wish to become embroiled in politics.[37] The State Board met on March 17, 1948 and took united action to support Klemmedson who had threatened to resign over his battle against the legislation.[38]

One of the issueswas that the legislature had deleted from the budget an Assistant to the Superintendent, who at that time was Mr. C.L. Harkins, later to become Superintendent of Public Instruction himself. The $32,000 request by the Superintendent and the Board was reduced by the House to $15,900.

Klemmedson specifically criticized Senator Lloyd Henning of Apache County stating that the senator was guilty of pigeonholing the measure for political reasons. He called Henning a frustrated school teacher who was leading a reprisal attack against the administration.[39]

On April 29, 1948, Henning, on the front page of the state newspapers, attacked Klemmedson and refuted point by point each one of Klemmedson's charges. He was able to prove by letters from the Educational Committee members that he had not stalled considering appropriations. Henning pointed out that $15,000 of the $32,000 request was an extra appropriation and not part of the actual budget for the Office of Superintendent. He said:

> I am sure Mr. Klemmedson wanted the $15,000 to hire more school personnel to campaign for his re-election.[40]

Later in the year Klemmedson submitted to the Legislature a deficiency appropriation request for $9,700. This request was needed because of the anti-communist oath law requiring all teachers in the state to sign an oath pledging their allegiance. The Superintendent said that such a program would require at least two more clerks to be hired within the Department. The legislature failed to pass this request and again Klemmedson struck out in the newspapers against the legislature. He said that the oaths would require two more clerks but:

> Instead we must fire three clerks because we have no money.[41]

He said that besides discharging three employees, the state school directory would not be printed for the first and second quarters of the year because there was no more funding.[42] He said that it was unreasonable for the legislature to expect his department which was a $30,000,000 business to operate with only five administrators.

The legislature had also rejected the reorganization plan of Klemmedson. In reference to this, the Superintendent said:

> It has been most discouraging to this staff and the many people who contributed their time and money to produce a proposal for legislative consideration that would, in years to come, bring excellent results in both improved educational opportunities and decreased education costs, only to have this proposal set aside with little regard to its significance.[43]

Superintendent's Report: 1948

In the fall of 1948, Governor Dan E. Garvey received the Nineteenth Biennial Report of the

Superintendent of Public Instruction. There had been an increase from five to eight administrative positions in the office since Ring, and district offices were established in Tucson and in Flagstaff.[44]

Klemmedson asked for legislation to provide an administrative assistant superintendent; and directors for elementary education, pupils and accounting research, certification, instruction, school finance, construction, transportation and safety. He also asked for a comptroller and a director of school lunch programs, a surplus property agent and a director of special education for Indian education and crippled, handicapped, mentally deficient, and exceptional pupils.

Klemmedson asked for, but did not receive, massive legislation to cover such areas as certification, curriculum, buildings, textbook funds, rural schools and limited numbers of children per classroom.[45]

Under the heading "Indian Education", Klemmedson discussed the need for providing public education for Indian children, not only to those families that had moved into the cities during the war but for those who were connected with work in the cotton and vegetable fields in the state. He said:

> It is hoped that a plan may be
> worked out between this office
> and the Federal Government whereby

> all of the schools, having an enrollment of Indian children, will be reimbursed on a straight Average Daily Attendance. We feel that if this is accomplished, both the Indian children, and the School Districts will be benefited.[46]

In the 1947-48 school year there were 1,506 Indian students in twenty state schools. Klemmedson stated:

> It is hoped that in the near future all Indian children will be attending public schools.[47]

Segregation

At the end of October, 1948, Klemmedson became involved with the problem of racial segregation in the State, particularly within Apache County. According to him, Black students were barred from admission to the McNary High School. However, the school district of McNary and St. Johns said this was not true. Klemmedson stated that the students were actually being barred by the Southwest Lumber Company. He accused this company of prejudice and of being guilty of discrimination against the Black students. He said that his information had been determined through personal investigation by his assistant, C.L. Harkins. One of the Black students who was refused admittance was the daughter of the school's principal. Klemmedson identified in a newspaper article the Secretary-Treasurer of the Southwest Lumber

Company who also sat on the McNary School Board. He was supposedly responsible for having the four students barred from McNary High School. In a wire to the Board of Education, Klemmedson said:

> This department cannot recognize lumber company officials as having any authority whatever over your administration of McNary high school.
>
> Local school members have no authority to act for county board of education as an individual. Am requesting chairman of your board of education to call meeting of entire board immediately to authorize colored children to attend your school. If board of education refuses admittance to these students this office will authorize legal action to force board to comply with the law.[48]

Klemmedson described the Arizona School Law in reference to this case, stating that a community with less than twenty Blacks had to admit these students to the white school, while those communities with twenty-five or more Negro children were required to provide them a separate but equal institution. Klemmedson, therefore, fought segregation only because of its violation of the law, because the community had less than twenty-five Negro students. Unfortunately, Klemmedson did not seek to argue against the law itself.[49]

Klemmedson Defeated

In September, 1948, the Superintendent was defeated in the Democratic primary by M.L. Brooks who at that time was a Phoenix public school teacher. Klemmedson was most gracious in his primary defeat and welcomed Brooks aboard assuming his election was assured due to the large democratic plurality at the time and saying:

> We have planned a sound program of reorganization of this department with the idea in mind of removing it from all connections with partisan politics.[50]

He mentioned that his reorganization was based on the fact that the State Superintendent should be appointed and that the Constitution should be so amended to provide for the appointment of a lay Board of Education which would name the Superintendent. The Legislature was asked to submit such an amendment to the people in November. This was supported by the Arizona Education Association.[51]

Upon his retirement from office, in January of 1949, L.D. Klemmedson was appointed director of a new agricultural program established at Arizona State College, at Tempe.[52]

Myron Lester Brooks

M.L. Brooks defeated Klemmedson in the Democratic primary and was elected in the general election in the fall of 1948. Brooks was born in 1905 in Woodward, Oklahoma and moved to Arizona in 1929. He graduated in education at Southwest Texas State University in San Marcos, Texas, and went on to do his graduate work at the University of Texas, the University of Arizona, and Arizona State University where, in 1944, he obtained a Master of Arts Degree in Education. He taught in San Antonio, Texas, and in Pinal, Maricopa and Pima counties in Arizona. He taught in the Phoenix school system from 1942 until his election as State Superintendent of Public Instruction.[53]

On May 7, 1948, when Brooks announced for the democratic primary for the office of superintendent, he was not taken as a serious candidate. When he won the democratic nomination by 2,500 votes over L.D. Klemmedson, political pundits in the state of Arizona were quite surprised.[54]

In December, L.D. Klemmedson and M.L. Brooks worked together to provide a smooth transition of the Board of Education, appointed all of the new staff that Brooks had requested, and placed all of these individuals under civil service laws. C.W. Caywood was appointed Assistant Superintendent; Claude Warfield, Textbook Director; Myron Holbert, Director of Research and Statistics; Mary B. Price, Director of the Lunch Program;

and Lillian B. Johnston, Director of Instruction.[55]

Superintendent's Report

The biennial reports of M.L. Brooks grew increasingly shorter. In his 1950 report he listed additions to the superintendent's staff including a Surplus Property Director, a Vocational Director, a Special Services Vocational Director, Vocational Rehabilitation Director, and Directorsof the two district offices at Tucson and Flagstaff.[56]

The report on the Department of Certification indicated there were only 125 teachers who were teaching on Life Diplomas issued prior to 1920 and fifty other teachers still teaching on service renewal (emergency) certificates.[57]

Under the title "Indian Education", Director Myron Holbert stated the State received $105,000 for the year 1950-51 and would receive $181,500 in the fiscal year 1950-51 for the education of Indian children in public schools. For the first time a description of the Bureau of Indian Affairs schools in Arizona was included. It stated that there were fifty-eight Bureau Schools ranging from a fifteen student school to a 721 student school and that as of June 30, 1950, these schools had enrolled 7,761 students. This report gave a description of the programs on specific reservations and also a breakdown of the enrollment for each separate agency school.[58]

Indian Education

Brooks' 1952 report addressed itself specifically to the needs of Indian education stating that:

> Our first step in this program is an endeavor to bring all Indian pupils who live within walking or transporting distance into the public schools throughout the state, which will eliminate the Indian Service Day Schools.[59]

The report stated that specific schools such as the Window Rock Consolidated School District had formed as a public school district and had taken over the Ft. Defiance Boys' School and Sawmill Indian School run by the Bureau of Indian Affairs. The report indicated that as of 1952, there were 3,526 Indian students in the state public schools and it was anticipated that within the next year this would increase to 5,000.[60]

The 1954 report included only statistics and no text of discussion or recommendations.

School Facilities Survey

To participate in Public Law 815, the states were required to provide a comprehensive study of their facilities needs. The Arizona portion of this report was carried out by the State Department for the school year 1950-51 and this report indicated the following: that there were 161,328 enrolled students of which 90,871 attended schools with twenty or more classrooms, 1,393 pupils attended schools with only one classroom and 3,566 pupils attended schools of two or three classrooms. There was a total of 1,244 school buildings in the state and 41,191 pupils were being transported in buses at a cost of $850,000. The report indicated that the capital expenditure for the schools in the state for the years 1931-41 was $8,590,254, but during the war years, 1941-46, this fell to $3,910,038. Rapid expansion after the war brought the figure for the years 1946-51 to $38,811,003.[61]

Listed under substandard conditions of schools were 5,028 children attending multiple session schools of substandard quality. Sixty percent of the classrooms had more than thirty pupils, 8.3 percent of the classrooms or 379 had more than forty pupils and 1.7 percent or seventy-eight of the classrooms had fifty or more pupils. The study indicated that it would take $44,188,396 to adequately improve and upgrade school buildings of the state to match the national recommendations.[62]

Desegregation: 1951

In 1951, the Arizona legislature passed a public school desegregation law. According to Superintendent Brooks this law created equality for the Black students but caused a difficult employment situation for Black teachers in the state. This was due to the fact that Tucson, Globe, and Miami schools had opted for immediate desegregation. The question in Brooks' mind and that of the Attorney General was what to do with Black teachers who had been left without a job when the Black students had been put in the "regular schools". The point that Brooks was getting at was made by Hillice E. Stevenson, Superintendent of Douglas, who said that even though there were vacancies in the school district:

> We doubt that our community would permit colored teachers for the white children.[63]

Brooks pointed out that the majority of Black teachers in the state were better prepared than the average "Anglo" teachers and that these teachers would need to be able to secure employment. In summation:

> The superintendent emphasized that neither his office nor the state board of education has anything to say about the issue of desegregation. The new law makes it strictly a problem for local boards.[64]

Like Klemmedson, Brooks refused to deal directly with the issue of segregation. The Superintendent diplomatically removed himself from the controversy and in so doing subordinated the Office of Superintendent because it was simply unwilling to become involved in the significant decisions affecting education within the state at the time.

Brooks Attacks the Legislature: 1951

In October of 1951, Brooks took issue with the State Legislature particularly with the Appropriations Committee for failing to provide a $427,000 appropriation for new textbook purchases. Instead the Department of Education was granted $175,000 which, according to Brooks, allowed only for the replacement of basic subject textbooks and not for the purchasing of new textbooks as per the State Board adoptions. Brooks specifically attacked James Ewing, a Republican Representative from Pima County who, he said, was responsible for the reduction in the textbook grant. According to Ewing the committee failed to grant the total amount of $427,000:

> Because it lacked confidence in his (Brooks) administration.[65]

Special Report of the Legislature on Education: 1952

The Special Legislative Committee on State Organizations composed of members of both the Senate and the House commissioned Griffenhagen and Associates to prepare:

> A Report on a Study of the Public
> School System of Arizona.

This report was submitted by Griffenhagen and Associates on June 29, 1952, in three volumes covering every aspect of Arizona education with recommendations for changes and improvements.[66]

The report stated the State Department of Education should be divided into major units. The Superintendent should have directly subordinate to him a Director of Research and Planning trained in the areas of education finance, school operation, techniques for educational measures, and all other technical phases of education and to help in making plans based on this research for the improvement of the public schools.[67]

The report discussed the fact that the school districts in the state were too small to afford their own supervisors, particularly in the area of curriculum development and instruction, and that this service should be provided directly by the Department.

The State Department should also be responsible for hiring special supervisors in the areas of audio visual, music, art, and physical education. A division of personnel should be established within the state department not only to handle certification but to help meet the needs of hiring teachers throughout the state.[68]

The Griffenhagen report recommended that legislation be enacted to provide for an appointive superintendent, and the appointment could be for an indefinite term at the pleasure of the Board of Education. All statewide educational agencies should be directly under the administrative leadership of the new "commissioner". The report failed to list specific requirements for the training and background of the Superintendent of Public Instruction. It said:

> The head of a state public school system should be the best qualified administrator available for the position, and selection should not necessarily be limited to residents of Arizona any more than should selection of a city school superintendent. No qualified administrator can plan for a good school system if he must campaign for re-election every two years; he should be a career man with an indefinite tenure. His salary should be higher than the salary of any school district superintendent, and he should be qualified to exercise and should be given the power to exercise state educational leadership.[69]

This recommendation was very similar to that of the 1918 Bulletin No. 44 report of the Bureau of Education, Washington, D.C., and also coincides with the recommendations of certain superintendents, particularly Elsie Toles. The report said the Department of Education rendered some services well, although it was generally too limited in its ability to render all the services needed. Too many services in fact were actually neglected. It said:

> Superintendents sometimes report that for several years no one from the state department of education has visited their schools, or that only the supervisors of vocational education have rendered any supervisory service to the schools, or that no one but a lunch room supervisor has visited their schools. With a limited staff and inadequate traveling expense allowances, perhaps that is to be expected, yet the local school districts are too small to furnish their own supervision.[70]

The Griffenhagen Report stated that the legislature should provide adequate appropriation to enable the department to obtain and interpret all necessary data concerning public education in Arizona and from this be responsible for planning the improvement of the schools based on these statistics. With adequate appropriation it should furnish the leadership necessary for the districts and the individual teachers.[71]

Only a limited amount of work was actually being accomplished in curriculum development with only one professional staff member to service the approximately 6,000 teachers in the state and because of this, classroom visitation very rarely took place. Because there were so many small inadequately supported school districts in the state, the report said, it was the responsibility of the state to provide specialists in curriculum development to help teachers, superintendents, and principals whenever needed. There should also be developed a corp of trained teachers stationed throughout the state to help teachers in trouble in the area of supervision or curriculum development. These "helping" teachers would be experts in psychology, methods, and techniques of teaching. They should be young enough to be physically able to travel almost continuously and be capable of organizing the teachers for joint efforts in curriculum and instruction[72]

The Griffenhagen report said that a certification department should be designated as a section of the personnel division, it should have the full legal authority to check credentials and issue certificates to the teachers, and also be responsible for pre-training and inservice training of teachers statewide.[73]

Following this report which was done at great expense and which gave explicit recommendations, no changes were made in the Superintendency nor in the Department of Education.

Brooks Versus McCarthyism

In 1953, M.L. Brooks felt that McCarthyism was restraining the ability of teachers throughout the state to teach important aspects of communism and other important social political systems. Brooks believed that McCarthy was completely unfitted to investigate the educational institutions as he was doing during that time. In a graduation address at Grand Canyon College on May 30, Brooks said:

> Let us get back to true American principles of honest dealing and fair play. May we be alert and vigilant for liberty, making sure that it is not stolen unsuspectingly from us by the Communists or unexpectedly underminded by our pretended patriots.
>
> There are no known Communists employed in any of our schools or colleges. Some few questionable ones have been eliminated from the faculties. The number of Communists in all Arizona is relatively small, and it is unfair to condemn educators or any professional group with a blanket charge.[74]

Brooks versus Pyle Over Short Creek

During the summer of 1953, Superintendent Brooks attacked the governor for usurping the authority of the Office of Superintendent. The incident occurred when Governor Pyle instituted police action upon the isolated community of Short Creek whose people, according to the governor, were engaged in:

> Polygamy, misappropriation of school funds, improper use of school

> facilities and falsification of public records.[75]

Brooks said:

> In all fairness to the citizens of Arizona involved, and in keeping with the spirit of cooperation and the law, it was your duty to inform me, the chief school officer of Arizona, of the irregularities you claim.[76]

The governor replied to Brooks' attack:

> I am now informed that the facts relative to these alleged misuses of school funds, equipment, and property are in the possession of the Hon. J.W. Faulkner, judge of the superior court of Mojave County...
>
> These facts are undoubtedly available to your office and the superintendent of Mojave County schools.[77]

Pyle evidently had not deemed it necessary to consult with the superintendent before deciding on what action to take regarding this community. Although school irregularities were involved, Pyle did not recognize any authority in the office of the school superintendent.

The State Board: September 1954

The State Board of Education meeting in September of 1954 stated the textbook situation in Arizona was firmly under control:

> The legislatures of the past several years have been generous in their textbook grants, and the result is

> that we are now well caught up on
> our needs.[78]

The Board therefore asked for less than half of the actual appropriation made by the legislature and anticipated spending only $332,762 for textbooks for the coming year 1955-56. The Board took under consideration a new Arizona history textbook which had been written by Superintendent Brooks, Dr. Lillian Johnston, who was a member of his staff, and a Prescott school teacher, Prentice Foote.[79]

The Board of Education adopted the text and in so doing received complaints because the book was to be printed by Laidlaw Brothers of Chicago. Therefore, the revenue would be taken out of the state. Brooks explained that the job was too massive for any state house to handle. Brooks was also attacked for the book's content. The Board reacted and stated that all galley proofs of the book would be checked by the State Library and Archives.[80]

Brooks' Political Life

Brooks actively campaigned for a variety of positions. On April 29, 1954 he announced for the Democratic nomination for Congress for the Second District which included Tucson and all the southern part of the state except Maricopa county. Brooks, who had his office in Phoenix, surprised everybody by stating that he had actually established his residence in Tucson where his wife was attending school. He had registered to vote in the city election the previous January and therefore was legally qualified to run for the office. He did not win the election and in fact suffered defeat in that year by Clifton L. Harkins who was elected Superintendent.[81] During the remaining months of Brooks' tenure, he had a confrontation with Harkins that hampered the transition of the office. Harkins called on Brooks without notice and with an Arizona Republic reporter and photographer. He asked Brooks if he might visit the department. Brooks refused this request and refused to let Harkins or any of his new staff in until they took office on January 3rd. Brooks accused Harkins of interfering with the office and creating dissention among his staff. He was particularly unhappy with a letter written to him by Harkins which stated that the new superintendent wished to replace fifteen members of Brooks' staff, eight of whom were permanent employees.[82] Brooks said:

> In the matter of bringing new people into the office during the week December 27-31...I would like to call to your attention that at that particular time, the pressures of business will make this highly inconvenient.[83]

Harkins replied that all of those people terminated as of January 3rd would have to take their vacation time previous to that date or they would lose it. This, according to Brooks, left only one person in the office itself for the last week of December. Brooks commented on the difficulties between himself and Harkins:

> when I assumed office as state superintendent of public instruction six years ago, I did not discharge one single person for more than 1 1/2 years, and that was because of drunkness. I was able to work with the capable force that I inherited, and enjoyed their assistance and cooperation. It is my sincere belief that I am leaving in the department an efficient or even more efficient a staff than I inherited.[84]

Harkins did not get into the office until January 3rd. The controversy then quieted down until September of 1956, when M.L. Brooks defeated C.L. Harkins in his primary bid for re-election. At that time the antagonism between Brooks and Harkins broke out all over again. Brooks, as Harkins had done earlier, fired many of the individuals hired by Harkins during his tenure.[85]

However, Harkins wrote Brooks and invited him to visit the department so that they could provide a smooth transition. Harkins said in his letter:

> Uncertainty and unrest exists in the minds of many of my staff... Make an early announcement of your intentions relative to

retention of these people.[86]

It was in light of this invitation that the controversy ended.

On October 31, 1957, Dr. L.E. Eastburn, President of Arizona State College at Flagstaff, died and M.L. Brooks began to actively campaign for the position. Brooks as State Superintendent sat on the Arizona State College Board of Regents. However, in spite of his active candidacy, he was given little consideration by the committee headed by John G. Babbitt of Flagstaff who selected the acting president, J. Lawrence Walkup.[87]

Brooks was involved in a number of personal matters during the tenure of Cliff Harkins. Brooks was indicted for the misuse of surplus property given to the schools after World War II. However, before this case went to jury in March of 1955, it was dismissed for lack of evidence.[88] In October of 1957 the attorneys who had defended him in the war surplus case filed suit against him. They were asking a fee of $3,500 of which Brooks had paid $1,000. The judge ruled that Brooks would pay the extra $2,500.[89]

In January of 1958, Brooks became embroiled in another controversy. One of the petitions circulated in Tucson for his election in 1956 had fourteen bogus names. This had been checked out and verified by an

Arizona Republic reporter. Brooks said in reaction to this:

> It's news to me. I'm just as flabbergasted as anyone else. I can't say anything, because I don't know anything. I had people circulating petitions for me, but if they're invalid, it's just as much a surprise to me as anyone else. If I still have enough names, why all the fuss? I wonder who's back of it? Somebody must be back of it.[90]

The Arizona Republic reacted to Brooks in an editorial of January 14, 1958, stating:

> This, of course, is fraud. The persons who signed the phoney names were breaking the law, and whoever induced them to sign also was breaking the law...Does Mr. Brooks, who has a college education and who heads the state's school system, think the election fraud laws apply only to the uneducated?[91]

In the Arizona Republic, political columnist Ben Avery discussed Brooks' tenure as superintendent:

> It is hard to impartially evaluate Brooks' record as state school head, because he had so frequently belied his retiring demeanor to engage in bitter battles with legislators and Governor Pyle over many issues, ranging from inadequate textbooks to school funding.[92]

Mr. Gus Harrell, an assistant to Brooks during this period, mentioned that Brooks did little himself, if anything, as Superintendent of Public Instruction. It was Harrell's opinion that the superintendent's responsibilities were successfully carried out by subordinates within the department. Harrell felt that all superintendents were responsible only for politicking and diplomacy. This would fit with Avery's comment that Brooks' "department heads have won frequent praise, even from legislators and the governor".[93]

In June of 1958, Brooks announced for re-election to the Office of State Superintendent. In making the announcement he stated his educational experience and all the organizations and boards that he was head of. However, he did not mention one single accomplishment of the Department of Education under his leadership.[94]

Brooks ran against W.W. "Skipper" Dick, Maricopa County Superintendent. Both Dick and Brooks used school tax relief for the property owner as the major plank of their platform. Both championed the idea of a state sales tax for the support of education. In the campaign "Skipper" Dick said:

> In the elementary schools we must do a better job of teaching the fundamentals and of strengthening discipline.[95]

Brooks took a strong stand against the growing subdivisions throughout the state, saying:

> Subdividers building new homes which bring more children into a

> school district should be compelled to provide school sites...The people who buy the lots will just have to pay a little more for them.[96]

W.W. "Skipper" Dick defeated Brooks in the primary in September and ran unopposed in the November general election.

Conclusion

Brooks and the other superintendents in this chapter reacted to events affecting their office. They demonstrated little leadership ability and made few attempts to raise the profile of the office.

FOOTNOTES

CHAPTER XV

[1] The Arizona Republic (Phoenix) August 17, 1972, p. 40, col. 1.

[2] Sixteenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona July 1, 1940 to June 30, 1942, pp. 6-9.

[3] Ibid., p. 9.

[4] Ibid., pp. 9-10.

[5] Seventeenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona July 1, 1942 through June 30, 1943 and July 1, 1943 through June 30, 1944, p. 1.

[6] Eighteenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Fiscal Years July 1, 1944-June 30, 1945, July 1, 1945-June 30, 1946, (Prepared by Division of Statistics and Accounting), p. 1.

[7] Seventeenth Biennial Report, op. cit., p. 2.

[8] Eighteenth Biennial Report, op. cit., p. 1

[9] Ibid.

[10] Ibid.

[11] Ibid., p. 2.

[12] Ibid., p. 6.

[13] Ibid., pp. 6-7.

[14] Ibid., p. 7.

[15] Ibid., p. 9.

[16] Sixteenth Biennial Report, op. cit., p. 36.

[17] Ibid., p. 47.

[18] *Ibid.*, pp. 50-51.

[19] *Arizona Teacher*, Vol. 31, No. 5, January 1943, p. 20.

[20] E.D. Ring, "Arizona Schools and the War" *Arizona Teacher*, Vol. 31, No. 8, April 1943, p. 12.

[21] *Ibid.*, pp. 12,20.

[22] *Arizona Teacher-Parent*, Fall Issue 1945, p. 8.

[23] *Ibid.*

[24] E.D. Ring, "Teacher Selection" *Arizona Teacher*, Vol. XXXII, No. 6, Summer 1944, pp. 44-45.

[25] *Ibid.*, p. 44.

[26] *Ibid.*, p. 45.

[27] *Ibid.*, pp. 44-45.

[28] *Arizona Teacher*, Vol. XXXIV, No. 2, Winter 1945, p. 7.

[29] *Ibid.*

[30] *1943 Session Laws Arizona*, pp. 471-473.

[31] *Ibid.*, pp. 271-273.

[32] *Ibid.*, pp. 271-272.

[33] *Arizona Republic* (Phoenix), April 27, 1963, p. 21, col. 1. Donald R. Sheldon, "Tribute to Nolan Pulliam" *Arizona Teacher*, Vol. 31, No. 9, pp. 9, 20-21.

[34] *1947 Session Laws Arizona*, pp. 101-102.

[35] *Ibid.*, pp. 214-215.

[36] *The Arizona Republic* (Phoenix), January 25, 1963, p. 1, col. 1; May 13, 1948, p. 13, col. 2; September 1, 1947, p. 1. col. 2.

[37] *The Arizona Republic* (Phoenix), March 14, 1948.

[38] *The Arizona Republic* (Phoenix), March 17, 1948, p. 1, col. 1.

[39] *The Arizona Republic* (Phoenix), March 18, 1948, p. 1, col. 1.

[40] *The Arizona Republic* (Phoenix), April 29, 1948, p. 1, col. 4.

[41] *The Arizona Republic* (Phoenix), October 16, 1948, p. 13, col. 1.

[42] *Ibid*.

[43] *The Arizona Republic* (Phoenix), October 27, 1948, p. 1, col. 2.

[44] *Nineteenth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Fiscal Years July 1, 1946-June 30, 1947, July 1, 1947-June 30, 1948*. (Prepared by the Division of Statistics and Accounting), preface.

[45] *Ibid*., p. 1.

[46] *Ibid*., p. 2.

[47] *Ibid*., pp. 7-8.

[48] *The Arizona Republic* (Phoenix), October 29, 1948, p. 27, col. 3.

[49] *Ibid*.

[50] *The Arizona Republic* (Phoenix), September 12, 1948, Sec. 9, p. 9.

[51] *Ibid*.

[52] *The Arizona Republic* (Phoenix), January 21, 1949, p. 1, col. 1.

[53] *The Arizona Republic* (Phoenix), May 14, 1964, p. 38, col. 1.

[54] *The Arizona Republic* (Phoenix), May 7, 1948, p. 10, col. 2.

[55] *The Arizona Republic* (Phoenix) December 22, 1948, p. 10, col. 1.

[56] *Twentieth Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona For the Fiscal Years July 1, 1948-June 30, 1949, July 1, 1949-June 30, 1950.* (Prepared by the Division of Statistics and Accounting), pp. 4-5.

[57] *Ibid.*, pp. 18-20.

[58] *Ibid.*, pp. 20-21

[59] *Twenty-First Biennial Report of the State Superintendent of Public Instruction to the Governor of the State of Arizona* For the Fiscal Years July 1, 1950-June 30, 1951, July 1, 1951-June 30, 1952 (Prepared by the Division of Statistics and Accounting) p. 9.

[60] *Ibid.*, p. 8.

[61] *Ibid.*, p. 11.

[62] *Ibid.*, pp. 11-12.

[63] *The Arizona Republic* (Phoenix) April 19, 1951, p. 15.

[64] *Ibid.*

[65] *The Arizona Republic* (Phoenix) October 3, 1951, p. 1, col. 2.

[66] *A Report on a Study of the Public School System of Arizona*, Vol. 1. (Chicago: Griffenhagen and Associates, 1952) p. I-2.

[67] *Ibid.*, p. I-3.

[68] *Ibid.*, p. I-4.

[69] *Ibid.*, p. II-3.

[70] *Ibid.*, p. II-3.

[71] *Ibid.*, p. II-4.

[72] *Ibid.*, p. II-6.

[73] Ibid., p. II-9.

[74] The Arizona Republic (Phoenix), May 30, 1953, p. 3, col. 4.

[75] The Arizona Republic (Phoenix), August 1, 1953, p. 4, col. 1.

[76] Ibid.

[77] Ibid.

[78] The Arizona Republic (Phoenix), September 15, 1954, p. 2, col. 5.

[79] Ibid.

[80] The Arizona Republic (Phoenix), December 25, 1954, p. 2, col. 1.

[81] The Arizona Republic (Phoenix), April 29, 1954, p. 9, col. 2.

[82] The Arizona Republic (Phoenix), December 10, 1954, p. 1.

[83] The Arizona Republic (Phoenix), December 11, 1954, p. 21.

[84] Ibid.

[85] The Arizona Republic (Phoenix), November 18, 1956, Sec. 2, p. 1.

[86] Ibid.

[87] The Arizona Republic (Phoenix), November 26, 1957, p. 1, col. 3.

[88] The Arizona Republic (Phoenix), March 18, 1955, p. 4, col. 6.

[89] The Arizona Republic (Phoenix), October 24, 1957, p. 31, col. 6.

[90] The Arizona Republic (Phoenix), January 12, 1958, p. 1.

[91] The Arizona Republic (Phoenix), January 14, 1958, p. 6, col. 1.

[92] The Arizona Republic (Phoenix), August 30, 1954, p. 2, col. 3.

[93] Ibid.

[94] The Arizona Republic (Phoenix), June 5, 1958, p. 25, col. 2.

[95] The Arizona Republic (Phoenix), July 24, 1958, p. 10, col. 4.

[96] The Arizona Republic (Phoenix), July 24, 1958, p. 10, col. 4.

CHAPTER XVI

INTERPRETATION OF THE HISTORICAL SUPERINTENDENCY AND TRANSITION TO THE CONTEMPORARY OFFICE

The Arizona Office of Superintendent of Public Instruction has developed through 104 years of trial and error reaction to the unusual Arizona environment, to the historical development of the state, and to the specific needs of the last century. Today's superintendency reflects the scope and substance of the history of the office. In nearly every decade some of the same issues surfaced, and were discussed, argued about, and sometimes dealt with. These recurring issues portray the very essence of democracy. With each new political generation, the electorate deals once again with the important questions. These questions covered a variety of topics including church versus state, elected versus appointed Superintendent, local control versus state or federal control, and textbook adoption, curriculum design, and school finance. Discussion and controversy keeps the office of Superintendent active and makes the electorate aware of the importance of the Office of Education.

The very first superintendent, A. P. K. Safford, who was also the third Governor of the Territory, was most effective in his support of the development of public education in the Territory. It was most appropriate that Governor Safford be the first superintendent because of his very sincere interest in the development of education in Arizona and earlier in California and Nevada. Safford had become for his time an expert in the needs of frontier education particularly in the area of legislation. From the very beginning of his governorship in 1869, he addressed himself to the needs of education in the Territory, not allowing himself to be taken in by the arguments that education was secondary to containing the dispossessed Indians or settling the rugged Arizona landscape.

With Safford's resignation, John Hoyt became Governor and Superintendent of Public Instruction. He could possibly have been a leader of education as indicated in his past experiences and from his involvement in the Territory, however, he was replaced within a year by John C. Fremont. Fremont made it obvious that it was not necessarily a good procedure to have the governor's office and the superintendent's office combined in one office. Fremont was not particularly concerned about education or the welfare of the Territory in general. The Legislative Assembly, under the guidance of Moses Sherman created a separate superintendency for the

Territory. Sherman served as superintendent but was distracted by another position he held as principal of the Prescott schools.

Following Sherman, two important educational leaders became Superintendent, the first principal of the Tucson School, W.B. Horton, and the first principal of the Phoenix School, R.L. Long. Both individuals were well trained educators for their time and took a sincere and full time interest in the development of education in the Arizona Territory. They did much to enlarge the Superintendency, as a professional leadership position within the Territory. Long was particularly concerned with curriculum development and teacher certification. He was followed by Charles Strauss and George Cheyney, political appointees who were more involved in the national and territorial political situation than with educational leadership. Because of this, the office began to be stripped by the Assembly of its authority in the area of visitation to the schools and control of tax monies. Nelson Layton and Kirke Moore were also more concerned with their political relationships then in developing Territorial education.

Charles Case, the first State Superintendent, held the position longer than anybody in the history of Arizona. He was an educational politician having the ability to campaign and to gather votes, and govern the school system. Elsie Toles was elected primarily due to the Republican landslide in 1920. She was born, raised and educated in Arizona and had the ability to understand the state's educational needs from her own experience. Due to her very short tenure in office and due to the political climate, she was able to accomplish little.

From the period of R.L. Long's last tenure to C.L. Harkins' tenure starting in 1955, the most professional and most capable of all Superintendents was Dr. Herman E. Hendrix. He and his staff took an active leadership in Arizona education extending the Office of Superintendent into the schools and school districts and becoming very involved in the progressive educational developments of his era. Hendrix, unfortunately, believed he should not run for re-election in 1940 due to scandals within his office that clouded many of the more positive things that he was able to accomplish. Superintendents Ring, Pulliam, Klemmedson, and Brooks, probably did the least since R.L. Long had been in the office. These people were, if anything, maintainers of the status quo keeping the office in a holding pattern.

Clifton L. Harkins could be considered one of the most capable and well trained post war educators in the state. He served as a county superintendent, as a member of the State Board of Education, and as superintendent of Madison Number One District in Phoenix, one of the most progressive and prestigious district in the state. Harkins came into office with a specific plan for change. He instituted President Eisenhower's White House Conference on Education throughout Arizona to develop a needs assessment program for education in the state. This promise of fulfillment was shortlived, ending with Harkins' defeat by Brooks after only two years in office and insufficient time to implement his ideas.

W.W. "Skipper" Dick was the most colorful and one of the most controversial of all the Superintendents in State and Territorial history. Dick, a long time Arizona educator, started his teaching career in the early 1930's, soon becoming a district superintendent and following that a county superintendent. Dick was the first superintendent who had to deal with massive federal aid to education. It was also Dick who had to confront the developing conservative group of political and financial leaders who desired more involvement in the direction of Arizona education. This conservative faction of Arizona supported Sarah Folsom in the 1964 campaign assuming that Folsom would represent their thinking specifically in areas of federal funding and textbook adoption. Folsom, in her first year of office, spent thirten million federal dollars. She accepted the federal funds, stating it was necessary to improve education in the state of Arizona.

With the death of Sarah Folsom, in June 1969, the Governor of Arizona, Jack Williams, appointed another conservative educator, W.P. Shofstall. Dr. Shofstall had been a very controversial individual since his arrival in Arizona, particularly in campaigns against federal funding and federal control. Dr. Shofstall, as with Sarah Folsom, felt after taking office that federal funding was inevitable, and it was therefore his responsibility to disburse these funds in an equitable and responsible manner.

Both Dr. Shofstall and Mrs. Folsom came to realize a difficult working relationship with the Board. This relationship and the responsibility of the Board and the Superintendent has never been adequately defined either by the State Constitution, constitutional amendment, or by a legislative act. The State Board has the authority to make policy in areas designated by the legislature; the Superintendent, an elected official, is responsible for carrying out the policies. The paradox comes from the fact that the Board is appointed by the Governor, but the Superintendent is elected on the basis of personality, past experience, and educational and philosophical considerations put forward by the candidate. Whenever there is a conflict between the Superintendent and the Board the question arises whether he should be responsible to the electorate, to his beliefs, or to the Board. Whenever the office has been appointive there has been agitation to make it elective and vice versa.

Since A.P.K. Safford, the office of Superintendent has lacked legislative authority to be an effective leadership position. If the office is expected to become a force in Arizona education, then legislation will need to be considered to reposture not only this office but possibly the State Board.

In studying the Office of Superintendent it is important to recognize that both strong and weak superintendents have been important to the development of education in Arizona. At the beginning of the office it was very necessary in the diverse, isolated Territory to have a strong Superintendent such as A.P.K. Safford to bring together the communities and the legislature to provide a unified school system. Other superintendents that did not put as much energy into the development of Arizona education allowed local districts to accrue some autonomy, more independence, and therefore more responsiblity to develop their own educational programs unique to their local districts and communities.

During World War II when there was an extreme manpower shortage throughout the state it was important that a superintendent such as E.D. Ring could see the total picture of Arizona education and in many cases acted as surrogate for the many school districts who had lost their administration or part of their administration to the service.

One of the major problems in the history of Arizona education came to life in 1875 through Chief Justice Edmund Dunne. A need was shown for a more flexible form of education so that tax monies could provide support for alternative educational experiences. Discussion on this has continued for nearly 100 years with W.P. Shofstall advocating a voucher system of education in 1974.

Another problem surrounding the Office of Superintendent had to do with textbook adoption. The question of whether decisions should be made on a local level or on the state level has never been satisfactorily answered. With the advent of federal funding the controversy became a particular focal point with the State Board believing themselves responsible for adopting textbooks since the books were purchased with state and federal funds. However, the local districts believed their choice of texts would better suit the particular needs of their students.

Because of federal funding today the Office of Superintendent has become more significant. It is through this office that monies are solicited from Washington and distributed to the districts. Hence, the Superintendent plays a very important role in current education trends. New superintendents are seen to change their point of view considerably once in office and faced with the massive bureaucratic divisions of the Department of Education which they must administer.

The narrative part of this study terminates with M.L. Brooks. It was decided that due to the contemporary controversies surrounding the office with W.W. "Skipper" Dick, it would be best to have those people involved describe events and relate specifically to pertinent questions concerning those controversies. The majority of those represented in the following oral interview section support the concept of an elected board to be geographically and professionally disbursed which would in turn appoint a Superintendent to serve at its discretion. This majority recommendation is somewhat different than the 1918 Bureau of Education Report and the 1952 Griffenhagen Report. These two reports recommended a governor appointed board which would in turn appoint the superintendent. Some interviewees believed this could possibly give a governor too much control and that the existing situation would then be preferable. Also discussed in these interviews were recommendations on how a State Superintendent can be an effective leader for education in the state of Arizona. Most of these recommendations concern expertise in the areas of administration and public relations, with a high level of sophistication in diplomacy in dealing with the State Board, educational leaders, and agencies on a one to one basis.

The oral interviews that follow are in chronological order starting with: J. Morris Richards who was an assistant to Dr. Herman Hendrix in the 1930's; Mr. Gus Harrell who has served Superintendents Harkins, Brooks, Dick, Folsom and Shofstall; Dr. C.L. Harkins, former superintendent; and his former assistant Dr. Norma Richardson, now with the Roosevelt School District in Phoenix. Also included are: W.W. "Skipper" Dick, former superintendent; and his former assistant Harry J. Broderick, who is now an administrator at the Maricopa County Skill Center, Phoenix; Sarah Folsom, a former superintendent, now deceased, is represented by her husband, Douglas Folsom, by her secretary and friend Mrs. Heloise Blommel, and by her former assistant Dr. Ralph Goitia, Superintendent of Phoenix School District

No. 1. The final interviews are: Dr. W.P. Shofstall and his Deputy Superintendent Dr. Jim Hartgraves. These interviews have been essentially left as recorded except for grammatical and organizational considerations. If there are any contradictions as compared to other interviews, they have been left as presented.

J. MORRIS RICHARDS

INTERVIEW

November 15, 1974

Background

A native Arizonian, I was born in Joseph City in Navajo County, just west of Holbrook, the county seat. My father, James W. Richards, was a county official; he had been elected county treasurer as early as 1904. I was born in 1906, just about the time he was elected to his second term as county treasurer. This was at Joseph City, although the family was living at Holbrook where he had established residence because of his county office.

My first seven or eight years were spent in Joseph City, having finished the second grade there before my family moved back to Holbrook when my dad was re-elected for another term as County Treasurer. My schooling in Holbrook began with the third grade, and I finished the elementary and high school there. Because I was a studious sort of fellow I took the third and fourth grades in one year and the sixth and seventh grades in one year.

My graduation from high school was in 1922. It was the third graduating class of Holbrook High School.

After staying out of school a year I went to what was then known as Northern Arizona Normal School at Flagstaff. Dr. L.B. McMullen was president at that time. I started in the fall of 1923, and took my two year diploma in 1925.

My reason for going to Flagstaff was for additional education. I was not really intending to teach school.

We took educational psychology, the philosophy of education and the history of education. In our second year we took teaching methods and lesson plans. In a training school under the eye of a critic we took over the class and did practice teaching on campus in the training school.

I made my way those first few years by milking the school cow herd in the morning for a couple of months before it interfered with my typing; milking cows and typing just don't go together. I was janitor at the training school. Later I became what you call the head waiter; I started waiting tables in the dining hall and later became head waiter there under Mother Hanley. In 1925, I graduated with a two year diploma which entitled me to a teacher's certificate which I obtained.

In the fall of 1925 I was teaching the seventh grade at St. Johns. We had two districts in St. Johns, one for the Anglos and one for the Mexicans. District 1 in Apache County was the Mexican district and District 11 was the Anglo. I was teaching in District 11, in an old brick school house. This segregation went back to the founding of St. Johns. There were some bitter times between the Mexicans and the Mormons at St. Johns. The Anglos and the Mexicans just didn't mix very well. They were strangers socially, religiously, nationally, and politically. When I reached St. Johns in the fall of 1925, I think the hostility between the two groups had pretty much disappeared. The teachers in District 11 and the teachers in District 1 were friendly. Some of the teachers in District 1 were part of the Mormon community. The Mexicans teaching there were delightful people and we made friends with them. It was an enjoyable year of teaching. The next year Snowflake offered me five dollars more a month. The first year I was paid $140 a month and that was a lot of money. I was offered $145 at Snowflake and it was much nearer home (Joseph City), so I accepted the job at Snowflake for my second year. I had the sixth grade there.

I taught in Snowflake two years, all the while hoping to get my Bachelor's degree. I went back to Flagstaff for summer school. After those two years in

Snowflake, I returned to Flagstaff and in the summer of 1929, I received my Bachelor's degree. Dr. Grady Gammage was president at this time, and he offered me the job of handling school publicity. I wrote all the school news releases and furnished the news to the weeklies and to Phoenix newspapers. This was the job by which I earned my bed and board. My degree was a Bachelor of Arts in Education with a major in English.

While I was at St. Johns and Snowflake I had represented the Associated Press for any of the news that might break in those communities and while at Flagstaff that last year, I was the AP correspondent. It was one of those jobs that made it possible for me to stay in school. I recall that when I first went to Flagstaff The Coconino Sun wanted what we called Normal School News, and I was given the job at $5 a week to furnish them with campus news.

I went there in 1923 with seven dollars in my pocket and a job for my board and room. Two years later I came away with about the same amount of money in my pocket, a portable typewriter and two years of schooling.

In August 1929 I graduated on a Friday and the next Monday I reported to work at The Winslow Mail, a small daily paper. I worked there three years and then August 1, 1932, The Winslow Mail became a weekly, and I lost my job as news editor.

I am not sure when I became aware of our state superintendent. I must have seen on the school register the name C.O. Case. Dr. Case was a fairly close friend of George W.P. Hunt, the Governor. Hunt was elected seven different times as Governor of Arizona and was a great politician. Hunt was a successful politician because of his methods. It was said Governor Hunt could keep silent in seven languages. In other words, a smart politician just doesn't say anything that he has to eat later. When Case was running for state superintendent, he would go to the mining towns, and wnen the men would come off shift, he would stand and shake hands with each one of them, telling them his name, what office he was running for, and ask them for their vote. It was said that C.O. Case did that in Jerome, in Morenci, in Miami and in Bisbee. He did it wherever there was a large group of people. He was not afraid to ask for votes. Not only did everyone know his name, but he personally asked for their votes. In those days the population wasn't so large. Dr. Case was not considered an outstanding educator, but people liked him. He was a somewhat colorless personality, whereas Hendrix was dynamic. You either liked Hendrix or you didn't like him. That is my estimate of Hendrix. I happened to be one that liked him very much.

I think you will find out that Elsie Toles served as State Superintendent only while Tom Campbell was serving as Governor. Their election was a reaction against Democrats at that time. I think it was a reaction against some of the radicalism of the labor unions after World War I.

The political campaigns of 1932 were getting under way and Herman Hendrix of Mesa was running for State Superintendent of Public Instruction. He had been superintendent of Mesa schools. In making his tour through Northern Arizona he had become acquainted with me.

On the Superintendent's Staff

That fall I went to Phoenix to work for the State Fair Commission. It was my responsibility to prepare news releases and advertising for the 1932 state fair. This made it possible for me to become acquainted with many of the newspaper people, especially those on the Phoenix dailies. It also gave me an opportunity to become adjusted to life in the city, as contrasted to the small town.

By the time Dr. Hendrix visited with me in Winslow in the summer of 1932, he had his campaign well organized and his workers busy. He did not ask me to assist him in his campaign.

It had been traditional in Arizona that once the primary election was over, and it was determined which Democrat would be the candidate, his election was almost certain. Only for a brief time before 1920 did a Republican get elected to state office before the New Deal times.

This meant that once Dr. Hendrix had received the nomination, he could go about arranging for his staff. He approached me while I was working for the state fair and asked me to join his organization as director of tests and measurements, and to assist with public relations.

John A. Riggins was his assistant superintendent. John had been a county school superintendent, and had a wide understanding of public school administration. I think he had been a close friend of C.O. Case. At least he knew the workings of the office and was a great help to the incoming superintendent. John was one of those thorough-going Christian gentlemen; they just don't make them any better. He was right there to help Dr. Hendrix with any little matter. Another member of his staff was Miss C. Louise Boehringer. She owned The Arizona Teacher, a magazine for the profession. She was a specialist in elementary education. C. Louise was a dear lady, a most gracious lady, and a good educator. William H. Harless had worked for Hendrix in Mesa as a teacher, so he was brought in to be Director of Research. He kept the records and was responsible for the school registers. He took care of the appropriations to school districts.

Hendrix as Superintendent

I think Herman Hendrix was a man who felt that he had to be moving forward all the time. In his progress from being a school teacher in Minnesota, to a principalship in Everett, Washington, to a superintendency in Arizona, he was always moving ahead.

There was a political obstacle to overcome because of Case's longevity in the office. Dr. Case didn't offend people. He did a routine job in a very agreeable way, doing what the law required him to do but not really offering strong educational leadership. Arizona wasn't ready for active leadership up to this time, and maybe that is the reason why Hendrix ruffled so many people. He was giving leadership that had never been given before, and people didn't like to be disturbed.

That was a time when everything was pretty much unsettled. There had been the bank holiday, folks had lost money, and people even committed suicide. We were just beginning to struggle out of the depression. It probably was a very appropriate time for a new man to come on the scene. Money was very scarce. There was one time when our salaries were actually cut back, and they hadn't been much in the beginning. I always attributed this to the effectiveness of the lobbying of the mines. The mining lobby was extremely effective. In fact the copper industry controlled the naming of the president of the senate and the speaker of the house for years. They admitted it. They were effective people. Fortunately for the state of Arizona, what was good for the mining companies was pretty much good for everyone in the state, but not always. They were, of course, concerned with keeping the taxes down. The railroads, for instance, refused to pay part of their taxes back in those early days, but there was a time when smart railroad people would build school buildings rather than let the district bond itself. The same thing was true of the mining companies. The College of Mines building at the University of Arizona was built by the mining companies who paid for it without letting the state issue bonds because it saved the interest.

The desire of these companies was to keep the tax rate as low as possible which may have blinded some of them to the value of education. I always felt that the elected representatives for the mining counties were more interested in dollars than they were in education. Of course, one of the largest expenditures in the state has been education.

Dr. Hendrix told us at the very beginning in 1933 that we were going to carry on a professional program. He tried to get free high school textbooks. Some people always got in the way of it, people who felt it would cost too much money. The labor unions in this case were for free high school texts.

Hendrix disliked the idea that he had to run for office. On the other hand a man who planned to run against him in 1940, Lafe Nelson of Safford, believed very sincerely and honestly that control of public education should remain close to the people, using the electoral process. I think Hendrix would have been perfectly willing for a good substantial, honest administrator with professional qualifications to be appointed. I think it is a matter of professionalism versus realism. The board primarily is looking for practical operation of the State public schools and the Superintendent is looking for a professional operation that may take more money than the board is willing to recommend.

There are no legal qualifications for State Superintendent except that he be a bonafide elector. I always felt that the top man in education should be the best qualified educationally and administratively. I think the best Superintendent of Public Instruction would have a combination of professional and administrative ability.

Achievement Tests

Dr. Hendrix should be given the credit for achievement tests given on a statewide basis. This had the effect of increasing the awareness of the teachers and the principals of the state on meeting certain standards. He wanted to find out where Arizona schools stood in comparison with a national norm. We decided to use the Stanford Achievement Test which had national norms established from the third grade through the eighth grade, in all the basic subjects. My job was to administer that program and Hendrix was, I think, quite judicious in that he didn't require any school to take it. The tests were given only to the schools that invited us to come in and give them.

These examinations showed that our primary schools were a little above the national norm. The tests had a very healthy effect. Schools throughout the state waited for the results to find out how they stood. We had most of the schools involved. This was during the depression time, but the cost of testing was not too high. The State Superintendent used textbook money for this purpose.

We ordered the tests by the tens and thousands and we got the cheapest price. It was not too expensive even in those days to get the materials.

The depression did not seem to effect the ability of the students. The tests showed that. It is possible that if the school term had been longer our students would have shown even higher achievement. I always felt that they would have.

Hendrix's Policies

I think that one of Hendrix's strengths was that he felt that we could only be effective if we received the support of the schools throughout the state. Not only did he make the County Superintendents organization a very powerful organization because he listened to what they said, but he listened to each individual County Superintendent. He knew that they understood the people in their counties and the schools in their counties. I guess if there was one single secret to Hendrix's success in the eight years he was Superintendent, was that he had us, his deputies, constantly traveling throughout the state letting the school people know that the state office had someone coming to visit them. Down in Pima County for instance I got to be known as the man with the little black book. They asked me to come and speak to the teachers of the county one Saturday, and they announced my topic as "The Little Black Book". They knew that in all the times I had come to visit their schools, I had made notes on as many aspects of their programs as I could, and they knew that I had all this in that little black book. I was not critical, but some feared it might be.'

Dr. Hendrix was often in the field. He was involved with the state teachers and administrators organizations. He felt that if you really wanted to get things done, you had to go through the administrators, so he gave the Arizona School Administrators much prominence. He also was very supportive of the Arizona Education Association. He encouraged his staff to take part on panel discussions in the various programs. Dr. Hendrix was almost always on the programs of their conventions.

I think he got along exceptionally well with the State Board of Education. Other than occasional differences of opinion, he got along well with the Governor, and with the college presidents. He and Dr. Gammage had a little political problem for a while, but it was soon cleared up. Hendrix didn't always agree with his board, but I'm not conscious that he ever had any open opposition to his professional program. The board did not always follow his lead. We had strong men on the Board during that time. The people that represented the county superintendents, the high school principals, and the city superintendents were strong people. He recommended to the Governor that he appoint strong professional people, not political people. There were the university/college presidents on the Board. They were not primarily concerned about elementary and secondary education but were pretty much absorbed in their own problems of higher education. There was a real battle for enrollment going on during those years. I would say that Dr. Hendrix was pretty happy with his board most of the time.

Hendrix's Delegation of Authority

I was impressed that Hendrix delegated to his subordinates much authority and freedom. I enjoyed having that freedom. I felt a time or two the first couple of years that we could have had a little more direction, but I had no feeling that I was ever left in the lurch. Once we had decided what we were going to do, he turned it over to us, keeping in mind that as we moved along in any program we were responsible to keep him informed. I don't know that I ever worked in conjunction with anyone who was more of a wise leader, who gave his subordinates all the room they needed. At frequent intervals he would check to see whether the work was going the way he had envisioned it.

This testing program, when I look back on it, moved very smoothly. Everyone cooperated so well we had no real problems. Hendrix was constantly conferring with his subordinates, yet we didn't have a feeling that we were being controlled.

Dr. Hendrix once said to me, "I want you to go to Los Angeles and visit high schools." One of my jobs with Hendrix in addition to tests and measurements was the responsibility of secondary education. He wanted me to visit Los Angeles and observe the modern programs in their high schools. He had a very good friend who was the Superintendent of Schools in Los Angeles. He said, "I am going to arrange with Dr. Kersey to have you come over and let his people show you the important progressive things they are doing in the Los Angeles high schools and junior high schools." He sent some of us to Los Angeles another time to attend the convention of The Progressive Education Association. He wanted to make public education apply to the lives of people, rather than just to go through the traditional forms of the three R's, but he insisted on the three R's being well taught, and the testing program was to find out whether they were being well taught.

He was fully supportive of the idea that the local school districts should make the decisions. Arizona had the unhappy situation of many one or two-room schools in isolated areas.

Hendrix was a disciplinarian by heritage through his German ancestry. Because of his attitude and his appearance, some folks thought that he was a dictator and called him such. Hendrix and some of his friends were called the Arizona School Barons. The AEA looked upon Hendrix as the brains of an organization that wanted to dominate the school system. Those that worked with him never had that feeling. We always felt that any domination that he wanted to have was the domination of professionalism in the schools. The very last year he was in office he said to me, "I am sorry that we ever had to be elected to this office, because if you have to keep watching for how the general public is going to react to things that you sincerely want to do to improve the schools, then you may not have the energy left to do what needs to be done."

Hendrix's Political Problems

At one time he was in the hospital in 1938-39 for some time under the care of doctors for what looked like a major nervous breakdown. He had pushed himself too hard trying to get the job done in spite of political interference. His health, divorce and later remarriage were the reasons why he decided not to run in 1940. Besides all of this happening during his last term, one of his employees in the vocational department, a very staunch Roman Catholic, began taking postage out of the vocational education department and giving it to her church. By the time it came to light, over a thousand dollars worth of stamps had disappeared from the vocational education department. Some of the legislative leaders actually threatened to impeach him over this. Dr. T.J. Tormey, the President of the Flagstaff College at the time was very much concerned; he was a friend of Hendrix but he wasn't so close that he couldn't see what was happening. Another person who became quite involved personally but not officially was Columbus Giragi, the publisher of the Flagstaff newspaper. Columbus was a friend of mine, and I had worked with him. Giragi kept me informed on what was happening politically, specifically that some politicians were really out to get Hendrix. One of them was Ana Frohmiller, the State Auditor. She usually tried to be fair, and she was a very astute politician. I always had high admiration of her, but the word got around the state that Ana was trying to "get"

Dr. Hendrix. She, at one time, threatened to start impeachment proceedings because he wanted to reduce the salaries of some of the people in his office in order to put additional people on the payroll. These were the elements that affected his final decision. Basically it was health considerations that kept him from running again. But all of us knew that the political bloodhounds were nipping at his heels all the time. They really had something to put their teeth in on the stamp scandal, although Hendrix was not personally responsible to any degree.

A smart superintendent can get along with the board and can make suggestions to the board. The board has to be very unprofessional to turn down a professional suggestion, and Hendrix knew that. He knew that as long as he gave a good professional program it would be difficult for the board to turn him down. I think he pressed this advantage. I think much of the progress that was made in those eight years was due to the fact that Hendrix just kept pushing for good programs, and the board members had to recognize that it was good for the schools.

Teacher Qualifications

Hendrix and Mike Hurley worked at improving the qualifications of the teachers as fast as they could, by requiring additional schooling and by the number of credit hours that were required for renewal of certificates. Mike was given a free hand to work with the county school superintendents, the city school superintendents, and the teacher organizations to try to convert them. I don't think it was necessary to do much converting, because as I recall Mike always used the argument that the higher the qualifications, the higher the salary. If you got ten hours above your bachelor's then you were in another bracket on the salary schedule. If you had a master's degree, you were still in a higher bracket of the salary schedule. Hendrix believed that salary schedules protected the teachers.

Hendrix was a practical fellow who believed in the highest of scholastic attainment; but, he also knew that in those days less than 25 percent of the high school graduates went to the university or any college, and he insisted that we give something to those students who were not planning to attend an institution of higher learning. His vocational department of education flourished because he gave support to it. Distributive education got a real start during this time. Distributive education was a vocational program that had to do with the distribution of merchandise and services.

Hendrix On Appointive Boards

He was very active on boards to which he was appointed. I think that was where the difference between he and Dr. Gammage may have started. Dr. Gammage was pushing so hard for Tempe and Dr. Hendrix was looking at the whole program, that there had been a little clash between the two personalities. I felt that Hendrix had the proper approach, and that the others were looking at it from a selfish viewpoint because of their jobs. It was the difference between the individual's view for his particular institution, and the over all view that I thought Hendrix had.

Ring As Superintendent

I became acquainted with Ed Ring when he became County School Superintendent in Maricopa county. We always looked upon Ed Ring as a very practical and political schoolman. He had the biggest county population-wise, and he had to be politically conscious in order to be elected. But Ed was a good schoolman as far as our standards were concerned. He believed in fundamentals, and he was practical. He saw the need for vocational education.

When we found that Hendrix was not going to run again, of course, all of us started looking for jobs. Ed Ring began putting his staff together before taking office. As time approached for Ring to take office, he asked if I would stay on for a time. He said that the man he wanted for the job had to wait until the end of the school year before he was free. I said I would, and I stayed on for six months until July, 1941.

I liked Ed and I liked working with him. He had me doing pretty much what I had been doing for Dr. Hendrix. We became responsible for paying the tuition to public schools where Indians attended. That was started during Hendrix's time. We began working on the idea that instead of each individual school district making a separate contract with the Bureau of Indian Affairs, to pay for tuition for the Indians who were in the schools, it would work out much better if the Bureau of Indian Affairs would make a contract with the State Superintendent of Public Instruction. Then, we in turn would distribute the money on an individual contract basis to the schools. This program was assigned to me. I became very well acquainted with all of the federal Indian programs as well as that for the Indians in the public schools.

I was called Director of Indian Education for the state office. Some people were raising the question of whether we could keep the Indians out of the public schools if they wanted to come, tuition or no tuition. We tried to say yes, until we got the program well established. At this time of course, it was the Indian Bureau people who raised the question. It would have been to their advantage not to pay the thousands of dollars to Arizona every year.

Hendrix and Ring got along together quite well. They were pretty good friends. Ring had said if Dr. Hendrix didn't run again he would be a candidate. The day Hendrix made his decision, I gave the information to the newspapers and the next morning Ed Ring was in Hendrix's office talking to him about running for the office. It was very soon after that Lafe Nelson announced that he was going to run. Ring wanted very much to be State Superintendent, and he got in the race just as fast as he could after Hendrix decided not to run. He was State Superintendent for six years, three terms.

I had forgotten momentarily that Mike Hurley had stayed on with Ring, and I guess he stayed longer than the rest of us. I remember that Hurley was very upset at the idea of lowering the certification standards during World War II. Mr. Ring, by the very nature of the man, could adjust his thinking to whatever situation became necessary. If, in order to get teachers, you had to lower the requirements, he would lower the requirements;

he was just that kind of man. He needed to get the job done, and if you had to get it done with people less qualified, then get it done. The State Superintendent had the responsibility of seeing that there were enough teachers certified, so I can see both sides of that question.

Pulliam As Superintendent

My first contact with Nolan Pulliam in the 1930's was when he was superintendent at Madison School. We considered Madison District as good a district as there was in the state. They had a very high ranking in their scholastic achievement and their administration. We always felt that Pulliam was a top notch district administrator. The Arizona Education Association was large enough to have a full time paid Executive Secretary in the late '30's and Nolan Pulliam asked for the job. I think folks were somewhat surprised that he would leave the Madison School District to become the AEA Executive Secretary. Hendrix saw in this move that Pulliam was looking toward broader influence. Pulliam hadn't been secretary very long when some of the teachers became a little restless saying that he was working for the administrators in the Association and not for the teachers. We felt that Pulliam was a little bit ambitious.

During those years when Ring was in office, I think Pulliam was considering seriously the idea of becoming State Superintendent. Pulliam ran for State Superintendent not because he really wanted to offer educational leadership but because of the honor of it. I might be doing him an injustice, but this has been my feeling.

Klemmedson As Superintendent

Klemmedson had a vocational viewpoint which I think was good for that time in our state history. Klemmedson would not have been elected if at first he had not been appointed. I don't think that he was ambitious to be State Superintendent. Once having been appointed I think he felt obligated to run for the office. He was a good man in his vocational specialty.

Brooks As Superintendent

M.L. Brooks was more of a political type than he was an educational type. I felt that Brooks was a poor choice for State Superintendent of Public Instruction. It is my feeling that he was elected because he had the same name as a very popular Corporation Commissioner. Bill Brooks was very popular, and I am sure was responsible for M.L. Brooks being elected, because Brooks just did not have the qualifications. He never did add luster to the office as far as I could tell. I was a newspaper publisher by this time. Brooks was a teacher and his vision was just about that, at the schoolroom level. He may have had some real strengths at that level, but those of us who worked for these other men just didn't feel that he was doing Arizona justice.

Harkins As Superintendent

Cliff Harkins has been a good positive influence in Arizona education from the time I first knew him in Flagstaff. He had been a good teacher, he was a good County Superintendent at Yuma, and he was a good assistant to Klemmedson. He helped make Klemmedson's administration whatever success it was. Cliff has always been dependable, and always had a healthy outlook about education.

Back in the 1930's when the New Deal was getting started, federal money was made available for the states; but there was still a feeling among some of us that there was something dirty about federal money. Taking it indicated that we were ready to surrender our autonomy. Once we took federal money we felt we would become controlled by the federal government. But now, if you don't accept federal money whenever you get it, something is wrong with you.

I think that the State Superintendent's office is becoming more complicated and a much more difficult office to administer. You have to have people that get the details of the very essence of these federal programs and be constantly on the alert for every new regulation that comes out, because the federal government is now operated more by edict than by law.

Dick As Superintendent

I knew "Skipper" Dick quite well. We thought Skipper was a great guy. We knew Skipper Dick not so much as an educator but as a football player. He was a good football player and coach and then teacher. He was Skipper Dick, and he was a personality. When he decided to run for Superintendent of Public Instruction, I thought "more power to you Skipper". I knew that while Skipper was there, things would be happening. Skipper was elected because people liked him, not because of his educational program or because of his educational philosophy. People liked him wherever he went. I always thought that things worked pretty well under Skipper Dick and his program.

GUS HARRELL

INTERVIEW

September 19, 1974

Background

I was born on April 15, 1915 and raised in Rockport, Kentucky, which is coalmine country, primarily coal, in the western central part of the state of Kentucky. From high school in Lovelow I went to the United States Army. When I came out of high school it was 1932, and people of my age bracket can remember that was not the best year to do anything. I went into the army and to service schools. I was commissioned just prior to World War II and came out of the service in 1945.

I don't have any formal degree from any civilian colleges and I don't know how all of the schooling that I got in the army would be looked at. When I came out of the service, I went to work in California, in a ship supply business, primarily working with Scandinavian fleets. I worked as a consultant to the ships that came into the harbor, specifically on electrical parts that were manufactured in the United States. I advised the ship's officers and purchasing agents on what U.S. parts were substitutes for what they needed.

In 1949, my wife, a native of Arizona, and I moved to Arizona. I immediately went to work for the Maricopa County School Superintendent as an auditor, where I think I first met Dr. Harkins who was later the State Superintendent. He was then superintendent of Madison School District.

Harkins Superintendency

Cliff Harkins is a very efficient gentleman. He certainly knew administration, and he knew the problems. He had been a district superintendent, a schoolteacher, and he's one hell of a cribbage player.

Dr. Harkins did have the confidence of the State Board. The three presidents of the universities all had confidence in him and rightly so, I think. He tried to make some of the decisions. He didn't always have available to him the best advice on which to base his decisions.

Brooks Superintendency

I became acquainted with most administrators in Maricopa County. I came to be the Deputy County School Superintendent for Maricopa County. I then spent two years as director of the Utilities Division for the Arizona Corporation Commission. Then I went to work for

M.L. Brooks when he was elected for the second time as superintendent of public instruction. My job was to advise school districts on business matters. Actually there was not much accomplished in the field of education with Mr. Brooks. The State Board of Education, for instance, met a minimum number of times as required by law. There was never very much initiative shown by the Superintendent to really get something started. Brooks, if I remember right, was from Missouri. He did not have a doctorate; but, he had a master's degree. On several occasions he had approached the universities about working toward his doctoral degree. He was never able to do this. Whether the universities didn't accept him or just why, I don't know. I worked with the State Board of Education quite a bit even though they didn't meet too often.

I saw a great need for something other than just appropriating money to school districts. After I went to work with Mr. Brooks, I began gathering some material at the state level, answering some questions for the school districts, for Washington, for other states, and for people working on doctor's degrees. Because of this I organized the Division of Research and Finance for the State Department.

There was a problem between the State Board and Mr. Brooks. The State Board lacked confidence in Mr.

Brooks. The Board was made up totally of educators except the governor. They had no confidence in Mr. Brooks making a decision, first, and secondly, it was very seldom that he did make one. The school districts were truly autonomous at that time, and they made most of the decisions themselves with some guidance from some of us who worked in the department. We helped them. The Board, with Mr. Brooks, would accept decisions made by staff members without argument generally.

Indian Education

Before Brooks' administration the federal government would come on the reservation and build a school to educate the Indians and they would bring administrators and teachers for the Indian children because there were no qualified Indian teachers aroun[illegible]hey had regulations at that time that non-Indians could not attend the Indian schools. Therefore there wasn't anything for us to do but advise them to provide a small public school for non-Indians. An employee of M.L. Brooks, at Brooks' direction, met with the Bureau of Indian Affairs people in Northern Arizona and agreed to provide public education for non-Indian students on the reservation in public schools.

Well, by 1949 some of the Indians began to prefer public education to the government schools, so there became a need to increase the size of these schools. The first agreements started in 1949 under M.L. Brooks, and that caused the problems that we face today. The agreements they made were never to cost the State of Arizona a nickel. The public schools were to be operated under the general regulation of all public schools in the State of Arizona, and the BIA schools would be operated as the federal government would want them to be. Unfortunately the government, and the professional employees of the government are sometimes not able to make the best local decisions. Very frankly, they are afraid that their job is going to be done away with and their agreements show this. They want to perpetuate their employment. The agreements were tied down too tightly. Public education on the Indian Reservation has grown tremendously and it's still growing. Seventy-five percent of all the traveling I have done between here and Washington has been because of the Indians. I have worked with our congressional delegates and the people in the Bureau of Indian Affairs Office.

Right now the Indian education predicament we are in is that we need about ten million dollars annually for Indian education and we get about four million. Four million dollars can't ever pay the debt of ten million dollars. School finances for public schools in Arizona is based on state aid, and state aid is paid without regard to national origin, religion, race, creed or anything else. If you are a child attending a public school you are counted as a child. They are all treated equally wherever the school district is located.

My particular area has been in the area of finance and school law working with the school districts, the state legislature, the executive branch of the State of Arizona, or the federal agencies.

A school district makes a budget that is necessary to pay the teachers, buy the supplies, run the buses, buy the furniture, run the refrigeration system, and generally operate the school. They come up with so much money to operate their school. You subtract from this money the amount they are going to get from the state, the amount of money they are going to get under Public Law 874 (Federal) and the amount of money they are going to get from the Bureau of Indian Affairs. Then they come out with a figure left after subtracting all of these normal revenues they have coming. That balance then determines the local taxes. They levy against the assessed valuation of their district enough money to balance that budget.

If they estimate Johnson O'Malley funds (BIA) that they are going to get at one million, two hundred thousand dollars and they levy a tax rate, and then find out that in reality they are going to get only two hundred thousand dollars but not the million, they are then a million dollars out of balance. This will just carry over to the next year since there is no place to put it. There are no provisions under state law for someone to come in and pick up that debt. They have to carry it until they pay it off.

School districts are allowed to spend to their budgets and not to cash. If they don't have the cash, the county registers a warrant until they get it. So they go further in debt, because the law says that the registered warrant has an interest rate of six percent per annum. So it is beginning to snowball. We now find ourselves, as far as Indian education is concerned, with this problem. We have a couple of school districts in the state now that have very serious problems.

Dick as Superintendent in the Sputnik Era

Skipper Dick was superintendent of the Scottsdale School District. He demanded very strict discipline from the teachers and students, particularly in the high school. There were some families in Scottsdale who didn't appreciate Skipper, and therefore it's just as well he did leave. He ran for the County School Superintendent, while I was Deputy County School Superintendent. I stayed with him after he was elected and before I took the job with the Corporation Commission. Skipper started as State Superintendent in January 1959, after defeating Brooks in the elections. I was already there, and he asked me to stay with him. I stayed with Skipper as Director of Finance and Research. Then is about when the impact of Sputnik really hit, and it was then that the first federal educational aid first came about.

The first national federal education act was passed and provided about $50,000 a year for each State Department of Education. The $50,000 had to be matched by the state legislature. We worked with the U.S. Office of Education and had many conferences. Then Skipper got it out in front of the school districts saying, "These are the things that are available to you". It was our position then, and it is our position now, that it's the local school districts who are the ones to choose whether they want to use it or not. But certainly it's our job to make known that it's available to them.

Skipper Dick never had a conflict with the State Board and the State Board was then made up of all educators. During Dick's tenure when he tended to have problems financing the schools on the Indian Reservation, there were never any differences between the Bureau of Indian Affairs and Skipper, or Skipper's office, that could not be resolved.

Sarah Folsom and Federal Aid

Skipper Dick never had the opportunity to know Sarah Folsom as I did. He didn't work with her as closely as I did. Skipper was fairly liberal. He wasn't for or against federal aid but just wanted to make it available to the school districts acting as a clearing house, as Sarah did later on and as Dr. Shofstall does now.

I worked with Sarah Folsom while she was County Superintendent. I worked closely with her and the other county superintendents at all times. She was a good county superintendent, and when it came time during Paul Fannin's tenure as governor to name another county school superintendent to the State Board of Education, Paul Fannin's staff asked for our recommendation. We recommended Sarah Folsom to be on the State Board of Education. She was a member of the board, I think for two years, before she ran for the superintendent's office. She was still a member when elected. She took a very, very conservative stand while running, particularly on the federal aid to education programs. She was elected the first time by a pretty narrow margin.

Sarah was a southern lady. She had been out here long enough to have gotten rid of her accent, but she never did. She always wore a hat like Southern ladies do. She used every device she had in being a true lady. She was for flag, motherhood, cherry pie and all that kind of stuff. Skipper was just a rough tough boy type athlete. He didn't know how to comprehend Sarah. He didn't know now to combat her. So she really should have beat him by more than she did, I suppose. You have to remember that this was about the time Arizona began to switch sides during the general elections. The Democrats would vote for Republicans and the Republicans would vote for Democrats. This happened because in my opinion, Paul Fannin, Howard Pyle, Barry Goldwater and John Rhodes were the leaders of the Arizona Republican party.

Sarah asked me to stay when she was elected, and I did. You hear a lot of people say, "Is it good for the kids?" Well, Sarah lived it, she didn't just say it. To her, school was for the children, and school is where children went to learn.

She was not the stubborn lady who would not change. By the time she died, she was 180 degrees out of phase with her original statement about federal aid. I don't think anyone really asked her to explain it. They just accused her of it. She didn't deny it, nor did she try to defend it. She thought it needed no defense. It was reality, it was the position of the country in those days and it was something that had to be done. It was good for the children, and that's the way she felt about it, and that's why she did it. A lot of her women friends criticized her terribly for it. Of course, I didn't attend luncheons and dinners with her and her women friends, but I heard about several of the conversations.

Sarah was the first Superintendent to work under the makeup of the new State Board of Education with lay members. The first president of the new board was a lawyer and a Democrat, and as far as I knew, Sarah and he did not have one bit of a problem. If Sarah had not worn her emotions on her sleeve as she did, if the tears had not been so ready to flow at any moment, I believe she could have convinced the legislature for her programs. If they had known the real lady they would have known that those tears were genuine. Some people disagreed with her because of her change on federal funding. She changed knowing that this was going to happen. She changed in spite of that.

I think Sarah got more copy than Skipper Dick. But I think there was cooperation and leadership developed in the office with Skipper, and I think to a degree with Cliff Harkins. But it was not good copy. So there is little written about it.

I think Mrs. Folsom learned as she went. She had the ability to see little things that were needed. I think it was because of Sarah Folsom that we have kindergartens. I think if she had lived through the next legislative assembly it would have happened. I also think patriotism would be another thing that she left her mark on.

Sarah Folsom knew, and I think Dr. Shofstall knows, about teachers. I think the teachers feel, not individually as much as they feel through their organizations, that the Superintendent of Public Instruction and his office are in the category of administration. It becomes a management against labor type thing. Very few teachers attempt to visit this office now nor did they during Sarah's term in office although I get many calls from teachers saying the principal of this school said something at a teacher's meeting, and will you tell us what the law is, and I do.

Shofstall's Accomplishments

I never heard of Dr. Shofstall until Sarah died and the governor had to appoint someone. I was a consultant to the Legislature for educational matters at the time. Several legislators, including some that were rather conservative, knowing full well that I was a southern democrat, came to me and asked if I would come back to the department with Dr. Shofstall. That's when I first met him and I didn't know anything about him.

Dr. Shofstall feels, and I'm not sure that he's not right, that since the universities are pretty much publically supported there could be more work of the state done at the universities. Who better than a group of scholars should you hand the problems to and say can you give me any advice?

Dr. Shofstall's trouble with the press goes back to that speech in Montgomery Stadium which I think was in the 1950's. He made a speech down there one night, and he has had bad press ever since then. I don't know what caused this, but this was right after Rickover made his great discoveries on what was wrong with American education.

Dr. Shofstall made many attempts to work with the State Board of Education and to have the State Board of Education see his position. I think he feels that it has not been accomplished. And I think it has been a great disappointment to him. One of his several accomplishments is more involvement of the State Legislature in working with the school legislation and proposing new legislation. I think the closeness with the Governor's office is one of his positive accomplishments. I think the free enterprise project and the computerizing of the teachers' certification has been a positive accomplishment of his.

Educational Equality in Arizona

In my opinion, the State of Arizona since statehood, has never discriminated against any child, and as I said a while ago, we pay state aid on the same basis for all children. I still feel a child cannot necessarily get a better education by leaving his neighborhood and going clear across a valley. Each school district is a legal entity itself, and the children of that legal entity are the responsibility of that district for educational purposes. They need not accept children from another district unless there is space available after they have provided the education for those they are legally responsible to.

The Mexican-Americans and Black people generally choose to live in a community together. They are usually in one school district. Therefore they do attend probably in greater number one school district more than they do another school district. I think this is what they call de facto segregation. It can't be helped, and I just think it is like the economy of the world, if you forced the Rockefellers and the Hughes to put all the money in the world in a pot and be divided, it wouldn't be long before the same people had most of it again. If you force desegregation from de facto segregation, and if you ever turn your back, they will begin to live together again and go to the same school again.

I think Superintendents right down the line have believed in equal education being available to all children as much as possible. But education that is good education in Phoenix could never be considered equal on the Navajo Indian Reservation. I think communities differ, and their needs are different. Equal education means to me, and I think to Dr. Shofstall, an educational program that provides those things that are desired and needed by a particular community.

CHAPTER XVII

CLIFTON L. HARKINS

With the election of Clifton L. Harkins to the office of State Superintendent of Public Instruction in the fall of 1954, Arizona elected one of its best trained teachers and administrators for the office. Harkins defeated M.L. Brooks in the Democratic Primary in September and then defeated the Republican candidate in November of 1954.

Harkins was born and raised in rural Texas and came to Arizona in 1930. After graduating from Arizona State Teacher's College at Flagstaff with a degree in education, Harkins taught in a one room schoolhouse near McNary in Apache County. The next year he moved on to teach at Wellton Elementary School in Yuma county staying there for five years and finishing as principal. In 1936, Harkins ran and won election as Yuma County Superintendent and served two years. While County Superintendent he also served on the State Board of Education for a two year period. Following his tenure as County Superintendent of schools in Yuma county, Harkins was principal of the

Greenway schools in Bisbee, Arizona, during the 1942-43 school year. In 1943, Harkins entered the U.S. Navy as a lieutenant junior grade and served in the Navy for three years. He finished his service with the rank of Lieutenant Commander.

Following his release from the Navy, Harkins returned to the Greenway School but shortly thereafter left to become the field representative for the United States Office of Education for the distribution of war surplus supplies to the schools of the state. In 1947, Harkins became the Assistant Superintendent to L.D. Klemmedson for a short period of time and then resigned in protest over the low salary paid for the position. Following his tenure as Assistant Superintendent, Harkins joined the Winston Company, publishers of school textbooks. In June of 1949, he was appointed Superintendent of Madison School District in Phoenix. During his tenure as Superintendent of the Madison School District, the enrollment of that district increased from 1,500 to 3,700 students with three new schools built during this period. Harkins obtained a master's degree from Arizona State College, Tempe, in 1951 and in 1960 he obtained his doctorate in education from Arizona State University, Tempe.

On September 1, 1954, the Arizona Republic ran an article on Harkins outlining briefly Harkins' "proposed" program if elected as Superintendent. He planned that districts would receive $180 per student with the money coming from some source other than property tax. He planned to encourage college students to enter the teaching field in order to relieve the teacher shortage. He guaranteed continued local control in spite of any increase in state aid.[1]

Harkins also hoped to recodify the school laws, obtain unorganized land for school districts, improve Indian education, obtain state aid for kindergartens, and improve the education provided physically and mentally handicapped children.[2]

In the Arizona Teacher, in 1954, Harkins, using his nautical experience said:

> First we must draw a new blueprint for education in Arizona. We must "chart our course". We need to decide where we are going...Second, we must secure the best leadership available to steer the good ship, "Education", after the course is charted....Third we must be willing to pay the cost that the education we want for our future children will cost. These costs must be considered as an "investment in people". If we are to maintain and improve the democratic ways of life we must preserve the "dignity of the individual". This can best be done by providing adequate opportunities for all our children.[3]

Harkins' tenure in office lasted only one term. He was defeated by the same individual that he had defeated, M.L. Brooks. Following his tenure, Harkins was appointed by the U.S. State Department of Education as educational advisor to Ecuador in 1958. In 1960 he was assigned to Africa also working for the State Department. Following his tenure in Africa, Harkins worked in Europe and then Washington, D.C. He later served as Director of Manpower Training and Special Assistant for Community Affairs in the Maricopa County College District. Harkins served as Executive Secretary for the State Institution for Juveniles and has been a State Coordinator of Civil Defense Adult Education. In October of 1973, Harkins joined the Valley of the Sun School for Retarded Children in Phoenix as Director where he has been elected Chairman of the Board of Trustees and President of the Board of Governors for that school.[4]

FOOTNOTES

CHAPTER XVII

[1] The Arizona Republic (Phoenix), September 1, 1954, p. 5, col. 1.

[2] The Arizona Republic (Phoenix), November 4, 1954, p. 28, col. 5.

[3] C.L. Harkins, "On the Horizon", Arizona Teacher, Vol. 43, No. 2, Winter 1954, p. 8.

[4] "Harkins New Assistant to MCCCD President", NAU Pine, Spring-Summer, 1973, p. 24; "Harkins Receives Alumni Award", NAU Pine, Fall 1974, p. 8. Phoenix Gazette, January 15, 1958, p. 2, col. 1. The Arizona Republic (Phoenix), January 15, 1958, p. 2, col. 1. The Arizona Republic, (Phoenix, June 11, 1960, p. 20, col. 4.

CLIFF HARKINS

INTERVIEW

November 16, 1974

Background

I was born in Roscoe, Texas on December 8, 1907. Roscoe is a small town, about eight miles west of Sweetwater and fifty miles west of Abilene, Texas. My father was a freighter and a peace officer in the early days in Roscoe. We moved from Roscoe when I was about four years old in a covered wagon from west Texas to central Texas. We lived on a big farm about eight or ten miles from Waco in a small town called Hewitt. I had nine brothers and sisters. We all worked early and late on the farm. We raised everything that they raise in central Texas in those days, corn, cotton, wheat, oats and vegetables. I was a farm boy until I was seventeen years old. I started school in Hewitt. It was about an eight or ten teacher school and the only school that I went to. I graduated from the high school in the tenth grade. They only had eleven grades in high schools. I was eight in December when I started and I went through all ten years and when I finished in 1925, I was seventeen and a half.

I can remember very well being flipped on the hands with a ruler because I was left handed. My teacher was trying to change my writing from left to right, but of course she didn't succeed. As a result I don't write upside down as most people do, but I do write with my left hand. I was a good student in history, math, and English. I liked science and played all the sports. There were only about ten people in my graduating class, and I was probably second or third. I was a discipline problem on a few occasions and in my last year at high school, I got mad at one of the teachers and dropped out of school, staying out a couple of days until my mother talked me into going back.

When I left that fall we were in a depression. It was in the early twenties just after the World War I boom. My dad took us up to east Texas on a cotton picking tour. We went through Commerce, Texas. Since I was there, I decided to go to school; so they left me, and I went to East Texas State College at Commerce because I wanted to be a teacher. In the old days in Texas you could teach if you had graduated from a normal school. We took psychology and educational courses and at the same time I took eleventh grade high school work. I received a high school diploma and a certificate to teach at the same time. I left the family there in September, 1925, and started to college and worked for a millionaire doctor. My roommate and I lived in a garage apartment, and I worked at a Presbyterian Church as a janitor to pay my expenses.

In the spring of 1926, I left school and went on a hitchhiking tour and bummed around. In the summer of 1926 I returned home.

The family fortunes didn't improve any so we moved back to West Texas where my folks settled in Anson, Texas, about twenty-five miles north of Abilene in 1926. I stayed with Dad and Mother through the fall work season on the farm and left home again at Christmas time and went to Kingsville, Texas, where my older sister lived. I was determined to get more education and in January, 1927, I went to Kingsville and enrolled at South Texas State Teachers College.

I went back to my folks home in West Texas, stayed there a little while, and took off for California. I came through Arizona and spent one night in the desert, sleeping under a mesquite tree near the prison at Florence. This was in August of 1927. Later in 1955 I was a member of the Pardon and Parole Board for that prison.

I worked six months in California in the oil fields but was still determined to get more education. I saved my money for six months and went back to the

University of Texas in January of 1928. I went there for one semester and the money ran out, so I decided to go back to California in the summer of 1928 to continue my work. I went back into the oil fields. I worked the night shift so I could go to junior college. I graduated from Fullerton Junior College in January, 1930, and the Depression had already hit and I lost my job right after I graduated, so I took off for Texas again.

In the later part of May, 1930, I traveled to Flagstaff which I had visited before and fell in love with. On the first day of June, 1930, I walked into the College Inn downtown where Willis Easley was the soda jerk. He is Doctor Willis Easley, Optometrist, now in Phoenix. We have been friends ever since.

I worked my way through college the last two years by playing cribbage! I had two roommates that were really great cribbage players. Dr. Grady Gammage was very kind to me and I got thirty-five cents an hour carrying the school mail and in 1930 there were 451 students. In that year and a half from June 1930 to December 1931 I took all the procedure courses that I could get on how to teach. Minnie Roseberry was my elementary methods teacher. We had to also take fundamentals of art and music, and art and music appreciation. The elementary curriculum course was where I really learned something about education.

Teaching Career

I went to teach in a one room school in December of 1931 near McNary in a lumber camp. I taught all eight grades with twenty-two children and realized very quickly that I knew practically nothing about how to teach. I went back to Flagstaff, and talked to Doc Lunceford and Miss Roseberry. They pointed out how I could combine some of the groups and some of the grades. I managed and had a pretty good year. I can remember one particular incident that shows how isolated those people were. The largest boy in school was in the sixth grade. I was attempting to teach him some geography, trying to draw a parallel between the time it took Lindberg to cross the ocean and the time it took a ship. His question was, "Who is Lindberg?", and that was in the spring of 1931. They didn't have newspapers, magazines or radios, and they rarely went to town. I lived in a railroad car furnished with a cot and a stove for which I cut the wood. I got $125 a month for teaching the school but had to pay about ten percent of that to get the checks cashed. We couldn't cash them in McNary, so we had to go all the way to Springerville or St. Johns to get the checks cashed.

Early Administrative Career

I went from there to Wellton, thirty-two miles east of Yuma, the next fall. I started there as a sixth grade teacher but at the end of the year the principal was fired, and I was made the principal. I stayed there about four years also teaching athletics, shop, and driving the school bus. I made $155 a month which was pretty good pay back then. There were 300 or 400 men on every freight train that went through town. They had my house marked, and as many as ten at a time would come there for something to eat.

In 1936 I was elected Yuma County School Superintendent. I was re-elected in 1938 and 1940. I ran as a Democrat. I was a disciple of Roosevelt because I thought he had something to do with changing the condition of the country. I saw the worst possible effects of the depression. They had to block the river at Yuma because there were so many people from the middle west, from Texas and Oklahoma, that were trying to get to the land of milk and honey (California).

The county school superintendency was a good experience as I had twenty-three school districts in Yuma County. I think twelve or fifteen of them were one-room schools. I saw all of the bad things that could happen in an isolated rural community. The schools were subject to the political whims of the local school board which was usually run by one man who ran the service station, was the postmaster, and generally controlled the community. I worked for consolidating school districts while I was County Superintendent.

Hendrix as State Superintendent

Dr. Herman Hendrix was State Superintendent then. He was a very strong active individual with a very determined personality. He probably did more to move Arizona education from the old rural philosophy of education to the modern-day methods than any other Superintendent. He had some outstanding people. He had C. Louise Boehringer, who had been a Yuma County Superintendent, as Director of Elementary Education. He had J. Morris Richards, as the Director of Research and Statistics, and there were other fine people in that department, such as Bill Harless who was Director of Secondary Education and John Riggins who was the Assistant Superintendent. John Riggins gave me a lot of help. They were all really great leaders. They were outstanding in helping us to make the transition from the old educational system to the modern with its testing programs, research, and statistics. In the 1930's the statistical binge was in full swing in Arizona education and everybody had to take Tests and Measurements. That's where we were introduced to the curve and the whole system of measurements in education.

Hendrix was of the old school. He was German and he was very stubborn. He had his own ideas about the kind of books we should have in the elementary schools. Each board member would have a committee and if Hendrix's committee didn't recommend the book, he wouldn't let it be put up for adoption.

It was almost like a holiday when the State Superintendent came to visit school. I noticed it even more so because I was young. I was the youngest county superintendent in the state then. I can remember Herman Hendrix spending all day with me. I can remember the testing programs that we had. J. Morris Richards actually conducted tests all over the state. Miss Boehringer, Bill Harless and Ned Hill were important people around Yuma. If we could get the State Superintendent to come to Yuma to speak for a graduation or an institute, it was a big success.

A fellow from Tucson ran against Hendrix in 1938 and came close to beating him. I think the opposition was based on Hendrix's personal problems. His personal problems in his department, troubles with the textbook adoption, and troubles with the legislature all wore him down. They thought he was trying to get too powerful.

Hendrix, Harold Smith, and their friends ran the Arizona Education Association for years. I was present at the AEA convention the day the teachers took over from the administrators. This was around 1940. I was the County Superintendent for Yuma. We all went to Tucson and we tried to elect "Curly" Rouse as president of the AEA, but a teacher defeated us. Ever since then the teachers have elected the officers in AEA, so now administrators have their own association.

The War and After

In January, 1941, I became principal of the Greenway School in Bisbee and I stayed there until December of 1942 when I went into the Navy. I was commissioned in December of 1942 and ordered to Princeton University for Officer's Training. In April I was ordered to Columbia University to study the Navy College Training Program (V-12). I then went to Kansas State Teachers College in Pittsburg, as the Executive Officer and taught Naval History and Naval Orientation to 250 seamen. I was ordered to the shipyard in Boston, Massachusetts, as the Executive Officer of an LST. On October 20, 1944, my LST was the first ship on the beach in the invasion of the

Phillipines. We made several assault landings in the Phillipines and Okinawa. We were at Subic Bay in the Phillippines preparing for the invasion of the Japanese Islands when the war ended.

I came home and went back to my position as principal of the elementary school in Greenway. In the spring of 1946 a position opened in Arizona as Field Representative for the Office of Education. Ed Ring recommended me to the Commissioner of Education, John W. Studebaker, and I was appointed on April 13, 1946.

Ring as State Superintendent

Ed Ring was a very good friend of mine and was a very fine State Superintendent. He was an old Arkansas rural school teacher who served in Maricopa County for many years as School Superintendent. I think because of the war he was faced with the same problems that all the other public officials were: shortage of help, shortage of teachers, and shortage of materials. Things were just at a standstill. He was quite active in working in the area of vocational training and skill training. Ring did as much as anybody could at the state level for education under the circumstances of the war. M.J. "Mike" Hurley, Director of Certification lost a lot of status because of his differences with Ed and he was out of a job for a couple of years after he quit education. "Mike" Hurley worked for me after I became State Superintendent. I put him back in the State Department in the Certification Department helping Fred Miller who was the Director of Certification.

The Assistant Superintendency Under Klemmedson

From April 1946 to November 1947 I worked on the military reservations distributing surplus property to the schools. In fact, I almost built the entire Bagdad School District out of surplus government property. There were several hundred million dollars worth of property that I gave away to the schools in Arizona, California, New Mexico and all over the West. I also wrote the project approval for the Thunderbird School of Foreign Trade. In 1947 Nolan Pulliam resigned right after he was elected State Superintendent on the thirteenth of September. L. D. Klemmedson and I were candidates for the position of State Superintendent and Governor Osborn, who was on his death bed, appointed Klemmedson and he called me into his office and said, "Cliff, Klemmedson lucked out." I said, "Well, Governor, I think you made a mistake. I think that you should have given me a chance." Nolan Pulliam went to Washington, Klemmedson was appointed

State Superintendent, and the U.S. Office transferred me to Los Angeles. I refused to go, so I resigned, then Klemmedson asked me to be his assistant and head of the new Surplus Property Department. I was Assistant Superintendent in 1947-48 under Klemmedson. Klem was not a detail man and he had a lot of friends in agriculture; that was his number one interest, that and vocational education. He left me to handle the elementary and secondary matters.

From September, 1947 until about the same time in 1948 for about a year, I was Assistant State Superintendent. During that year, I had various experiences. I visited the school at Short Creek, and suspended a teacher because he didn't have a certificate. He was teaching without a certificate, had married one of the eighth grade girls, and was feeding everybody in town off the school lunch program. They don't call it Short Creek anymore. They call it Arizona City now.

I was sent to McNary because of the segregation issue. A Southwest Lumber official ran the town, and told the deputy sheriff that when Cliff Harkins came around to put him in jail and throw the key away. McNary was a one man town, as it was a company town. This man was on the school board and wouldn't let the black students go to the high school. I told them they would have to send them to the high school with the white kids. Klemmedson was a very liberal man, and he was not in favor of segregation. The high school board had already abolished segregation here in Phoenix. I employed the first colored person in the State Department of Education when I became Superintendent.

Klemmedson wouldn't campaign in 1948. He couldn't walk up to somebody and stick his hand out and say, "I'm Klemmedson, State Superintendent, and I would like to have your vote." That is why Brooks beat us.

I think being elected is something very important. Lyndon Johnson said the best and quickest way to be a statesman was to have an election certificate. If you have been appointed, you are not going to be much of a statesman.

Klemmedson was a real expert in vocational education and had taught down at the University in vocational education. He could come up with some fantastic ideas, but he could never implement them because he couldn't follow through on things. He predicted exactly what would happen in Arizona as far as growth was concerned. He expected me to handle the academic affairs for elementary and secondary education.

Klemmedson raised hell with the legislature over lack of funds for staff. We had about four or five professional people in elementary and secondary education. When I was State Superintendent I had seventy-five people working for me.

Some of the mines controlled the money. They attempted to control the legislature, as they controlled the districts in their own communities. They put people on the school board, and when it came time for the budget, the board members told the district superintendent how it was to be. They supported their own school districts very well, and the school teachers there were happy until after World War II. Then they got out into the world and found out how things were done. They brought in a few rebels and got stirred up. The educational association became militant and had more to say as it became stronger. It was just a different world for everybody after the war.

We had problems with the railroads too. They wanted to keep their land in unorganized territory. "Skipper" Dick made a big effort about taking them into organized territory and school districts. He took in territory belonging to both El Paso Natural Gas and the railroads.

In Bouse in Yuma County, they had an old school building that the district had built there in the early 1900's, and the school board wanted to build a new school. They had a long line of the Santa Fe Railroad.

A bond election was called for ten or fifteen thousand dollars to build a new school. Santa Fe called and said you stop the bond issue and we will build you a new school. I said, "You send me a check for the school and I will call off the bond issue," and so they did. We built a beautiful school that is there today, with Santa Fe money. They didn't want to pay the interest on the bonds, because they were the only big taxpayer in the district.

While I was Assistant Superintendent we had a program to reorganize the State Department of Education. We got the AEA to send Fred Beach from the U.S. Office of Education. We got AEA to put in $1500 to publish the report that Fred and I did on the reorganization of the State Department of Education. We were going to have an elected board with an appointive superintendent. We even wrote the constitutional amendment.

We were just getting the constitutional amendment put on the ballot, it passed through the house and was about to go through the senate, when a senator kept that bill in committee. If it had gotten out of committee and had been passed and put on the ballot, it would have

passed in the general election. It provided for an elected board to appoint a superintendent. We were going to elect a nine man board, with no more than two members from any one county. They were to be elected at the time that the school trustees were to be elected. They would select the Superintendent, establish his qualifications, set his salary and term of office. The State Board was to establish his powers and duties. If you are going to appoint the Superintendent then you should elect the board; and, if you are going to elect the Superintendent, then I think that you ought to appoint the board.

The Madison District Superintendency

In July of 1949 I was appointed Superintendent of Madison School District and served there until December 31, 1954, when I took office as State Superintendent. That is the longest job I have ever had in my forty year career. Madison was considered the top elementary school district in the state. It would still be if their school board would leave it alone. It had the best staff, the best philosophy, and I think actually the best educational program of any elementary school district within the state. I did some things at Madison that I think had statewide impact. I got the board to adopt a set of written policies that they had never had before. The bond issues came along very fast in order to keep up with the growth.

Harkins As State Superintendent

I decided to run for State Superintendent because as Assistant Superintendent I had gotten acquainted when I campaigned with Klemmedson. By that time I had been in education twenty-five years and had also served on the State Board. When I became Superintendent, I was ready to change the world. We had a big advisory committee working close to me and after the primary, we started working on our plans for the State Department.

M. L. Brooks, my predecessor, was mad because I sent a notice to some of the employees that I wasn't going to keep them. I didn't feel that I could trust some of them. I never did feel that Brooks was qualified to be State Superintendent. He was a teacher in several schools around the state but wasn't really considered by the educators to be qualified. He didn't want me coming around until I was authorized. We had quite a little fracas there. The newspapers always like things like that. We were trying to make as smooth a transition as possible, but under the circumstances, with some people losing their jobs and the new people I was bringing in, it was difficult. I don't remember any violent disagreement with Brooks except that he was mad because I had decided to let some of his people go. I think it was perfectly natural that he would have that sense of loyalty and couldn't see any reason why I wouldn't keep those people; but, I had some people that had helped me to get elected too.

I think we did as much in two years as any other State Superintendency. We conducted little White House Conferences in every community of any size in the state in 1955. They were all centered around the needs of the schools; better teachers, better facilities, better textbooks and materials, and better community leadership and participation. I went to the White House conference in December of 1955 that Eisenhower called. I think the greatest single result was the focusing of the people's attention on the public school system and its needs, because we were short of everything after the war. We were short of teachers, building materials, supplies, curriculum materials, and textbooks. Those meetings with leaders from the state and national level focused the attention on the needs of the schools. I think we focused the state's attention on these changes and got the legislature to increase the ADA funds for the first time in many years by $27.50 per child. The legislature had a fight over this and they had to extend the term of the legislature until they finally agreed on it. That was one of the major achievements of my administration.

I attended every meeting of the Board of

Regents, the Children's Colony, the Deaf and Blind School, the State Board of Juveniles and the Board of Pardons and Paroles. I even went down there for two executions.

Another significant event was the creation of the Arizona School Board Association. We got them involved with the administrators, and I think they were a positive force in education. The School Board Association helped schools get attention from the public and from the legislature. We had a tremendous program in changing the laws. We had something to do with changing the whole state code in the areas of attendance, finances, administration, and textbooks. We worked very hard on multiple textbook adoption which was passed later. We set up the first really effective advisory committee on certification. Dr. Gillenwater of Northern Arizona University was the leader of it for several years.

I have never been very much in favor of restrictions of any kind or of doing things one way. For example, there are a lot of people who say the phonics method is the only way to teach reading. That's ridiculous. I learned very early in my teaching days that there is no one method to teach anything at all to children. You teach a child based on their own particular ability and to their own particular interest. The larger the group of kids you have the more difficult the job becomes.

For that reason you can't go with one textbook. I started early in my career supporting a multiple textbook adoption law, and I still believe in it. I don't believe in restrictions on the curriculum anymore than I do on the textbooks. We have to have a great variety of materials and methods if we are going to motivate a great variety of kids. In an eighth grade room you have everybody from third grade ability to high school ability. We have all kinds of children in the same classroom.

In closing I would like to say that I feel very humble to be able to serve the children and all the people of the State of Arizona. I would like to express my appreciation to those educators, board members, parents, and lay leaders who have worked with me and helped me during my forty-five years in the educational profession. I want to give particular credit to Roy Gilbert, my Assistant State Superintendent, J. B. Collison, my Director of Vocational Education, and the many other dedicated staff members who worked with me while I was State Superintendent.

NORMA RICHARDSON

INTERVIEW

November 19, 1974

Background

I grew up in Scottsdale having moved there with my parents when I was four. All my elementary and secondary schooling was in Scottsdale. From the very earliest memories I had decided that I would be a teacher. From Scottsdale High I went to Arizona State Teachers College at Tempe. During the time I was there it became Arizona State College and when I was studying for my master's degree it changed again and became Arizona State University.

In 1946, I finished my BA in education. My first position was teaching third grade at Wilson School. After one year at Wilson School I transfered into high school and spent two years at Chandler High School as a home economics teacher and a junior high physical education teacher. During this period I was building a background of educationl experiences in preparation for future administrative service.

From Chandler I moved to Phoenix Number One. There I taught Home Economics at Lowell School. It was important to me to be building a background of experience at different grade levels in a variety of subject areas with a number of student populations. I taught two years in Phoenix. In 1951, I received my master's degree in home economics, and obtained my administrative certificate. After three years away from the profession I re-entered as a teacher in the Tempe Elementary District in 1954.

While teaching at Tempe, I began work in the Doctoral Program at Arizona State University and extended my studies to Arizona State College at Flagstaff, where I met Mrs. Barbara Provo who was serving as an assistant to Dr. C.L. Harkins in the State Department. Mrs. Provo introduced me to Dr. Harkins. He suggested that I might pursue the possibility of working in the State Department. This was exactly the type of experience that I had been preparing for. I felt it would give me the opportunity to see education from a much broader perspective. I wanted to view the total state educational program. Being a part of the State Department gave me that opportunity. Once in the State Department I realized I needed additional knowledge and background if I were going to make a contribution to education. So I accelerated my efforts to obtain my doctorate. I completed the doctorate in 1966 with a specialization in reading in elementary education.

Harkins As State Superintendent

In 1955 I accepted a position with Harkins in the State Department. Prior to that time my contacts with the State Department were minimum, mostly involved with certification.

Dr. Harkins impressed me very much. He was very professional in his manner. He was a very vital person with clearcut concepts of education which provided direction to his departmental staff. Dr. Harkins was a very far sighted person concerned with individualizing instruction for children progressing along a continuum of skills. Under his leadership the department developed and distributed a statewide philosophy of education which provided a common direction to the schools of Arizona. Dr. Harkins was a person of dynamic appeal with many outstanding ideas and ideals; successful in initiating the concept of the State Department functioning in a leadership role as a service organization to the schools of Arizona.

As Director of Elementary Education my major assignment was to define the common goals of the major subject matter areas for each grade level and develop curriculum guides which reflected newly adopted educational philosophy produced by the department. Extensive inservice meetings were conducted to explain the guides to teachers and administrators. The inservice meetings for educators were county-wide much like the old fashioned teachers institutes. The department staff traveled to each county institute arranged in cooperation with the County School Superintendent to present the guides and related materials and conduct training sessions for their use.

As a department we coordinated the study of textbooks and materials for recommended adoption. At that time the state operated under a single adoption system with only one approved text in each subject of each grade level. The multiple adoption had been presented by the State Department but not approved by the State Board or the Legislature. In regard to the current issues regarding textbook adoptions I feel strongly that local school districts are best prepared to seek out the kinds of materials that will best serve their students in their own unique community.

I see the state superintendent's role as one with extensive managerial responsibilities. One in which information from many sources is synthesized into a plan of action reflecting the variety of educational needs throughout the state. I also think that the State Superintendent can serve a very real function in providing a well qualified staff to assist the leadership of the state in their education endeavors thereby giving the total state educational program a common direction.

I favor an elected State Board and an appointed State Superintendent, with people serving on the board representative of the populations and of the professions that the schools will be serving.

The responsibilities of the Board are clearly defined as policy making and should be limited to that particular function. During the period I served in the State Department it was the procedure to supply information to the Board and directions for them to make policy.

From 1954 to 1956 the State Department staff proposed programs for needs of individual children developing corrective and remedial programs using a variety of materials and meeting the special needs of bilingual children. As a department we supported kindergartens and proposed the establishment of a kindergarten system throughout the state supported by state funds.

Dr. Harkins was interested in effecting educational change in Arizona and spent considerable time developing the background information necessary to support those changes for presentation to the legislature.

The state statutes do not require the State Superintendent to be a certified educator. I feel that the position should be filled by someone who is sensitive to the needs of education, someone who can express their views in a very lucid manner and someone who can also establish good relationships with the members of the legislature. To me it is a management position and I feel that Mrs. Warner has demonstrated her capabilities in this area. In serving on the Phoenix Union High School Board she established herself as a person who is willing to listen and make decisions. Both are traits that are important to a manager.

Brooks as Superintendent

There was a marked contrast between the Cliff Harkins administration and the M. L. Brooks administration. The most obvious difference was in the type of service offered by the State Department staff.

Mr. Brooks provided services to individual teachers and children throughout the state. The department offered a very personalized kind of service. Staff members were encouraged to assist students and teachers on a one to one basis. I remained in the Department until the end of August 1958.

In 1960, when I returned to the field of education I became a demonstration teacher in the Laboratory School at Arizona State University with a dual responsibility of teaching in the department of elementary education.

At this time W.W. "Skipper" Dick was Superintendent. I think his administration was one characterized by strong management principles. He sought out and assigned a competent staff to conduct the business of the State Department. I worked with Mrs. Sarah Folsom when she was County School Superintendent at Yavapai County. She expressed very definite ideas about what should be done for education in Arizona and I think she was able to work toward them and accomplish a great number of them.

Although it did not come about while she was serving in the State Department I feel that much credit should be given to her for the ultimate establishment of the state supported kindergarten program in the common schools of Arizona.

She proposed many programs which recognized and demonstrated her concern for the needs of children.

To me the administrator who has contributed greatly to the history of the State Department as it relates to education in Arizona is Mr. Gus Harrell. His experience through many administrations has given him an insight into the functions of the State Department. He is probably the most learned person in the State Department as far as the legislature is concerned. He has great knowledge of the history and intent of the various actions of the legislature as it relates to education. I would say that Mr. Harrell is and has been a consistent influence within the department.

I think the State Department should concentrate on being a service organization. Within the department there should be staff members who have the capabilities and knowledge for providing the resources needed by the districts in the state. As a department staff, members should not only be able to provide the needed resources to districts but they should also be able to assist in clearly identifying the specific needs within each district. District staff should be able to call upon the State Department to provide resources to help solve their problems and to determine the location of other resources that might be applicable.

A second major function of the State Department is to provide the leadership necessary to acquire the legislation needed by the school districts to operate effectively and efficiently.

I was associated with Arizona State University until 1966. From 1966 to 1970 I directed an Office of Economic Opportunity Head Start program funded through the University. In this position I was instrumental in establishing Headstart centers on the Indian reservations in Arizona, California, New Mexico, Utah and Colorado.

My work involved the establishment of the centers, the training of staff, and assisting projects in obtaining additional funding. In 1970 when the grant was transfered to an agency formed by tribal groups I accepted a position in Roosevelt Elementary School District. I am the Director of Grants Management with major responsibilities for proposal development, funding negotiations, and fiscal management for all outside funding sought by the district.

During my experience in the public schools of Arizona beginning in 1946 I have seen the State Department move from primarily a role of record keeping and reporting to one of providing services to all phases of the educational process.

CHAPTER XVIII

WILBURN WILSON "SKIPPER" DICK

W.W. "Skipper" Dick was born in Eastland, Texas March 20, 1907, and moved with his parents in 1918 to Phoenix where his father operated a farm. Dick attended the Roosevelt Grammar School and graduated from Phoenix Union High School in 1927. The next year Dick entered Arizona State Teachers College at Tempe where he was noted throughout the Southwest for his ability in varsity football and baseball. He graduated from college in 1933 and started his career as a teacher in the Tolleson School District.

Dick taught at Tolleson for five years before becoming principal of the Littleton school. He continued in that post for two years until 1940. In 1941 he was appointed principal of the Scottsdale Elementary School and then was selected to be Scottsdale School District Superintendent in which position he served for nine years, from 1944-1953.

In the spring of 1953, the Scottsdale District School Board voted not to rehire W.W."Skipper" Dick. An ensuing battle broke out between those supporters of the

Scottsdale School District Board and those supporters of Superintendent Dick. Dick was accused of attending too much of his time to his personal farming activities instead of to his job and was not obtaining sufficient credit hours in study. Dick was able to prove his innocence by showing a school board letter that gave him permission to engage in the business of farming as an outside activity, and he had obtained nine graduate hours in educational administration. In spite of the fact that petitions were circulated by Dick's faculty members (fifty out of fifty-one signed for his rehire), parents, and students, Dick was not rehired by the Scottsdale Board.

In 1954 he ran for Maricopa County School Superintendent and was elected to two terms. Dick entered the race for the State Superintendent of Public Instruction in 1958. He won and continued in that position until being defeated in the fall of 1964 by Sarah Folsom.[1]

One of the major controversies to develop during the Dick administration was the issue of state and federal aid to the local school districts, and the possibility that by accepting this aid local school districts would lose what autonomous authority they had. Federal aid had become a matter of millions of dollars sent to the state of Arizona and was a great influence on all school districts in the state.

the Editor of the Arizona Republic stating the exact provisions of the federal aid program to education and the stipulations and the requirements placed upon the State Department of Education showing how restrictive the funding was as far as misuse or appropriation of local authority. He stated that as of that date only five states in the union had not taken advantage of the federal funding given to schools.[2]

The next day the Phoenix Gazette responded to Dick, accusing him of being negligent in supporting the idea that there would be no federal control with federal money. The article also accused the State Board saying the Board could not escape responsibility if they accepted federal funds for the state.

Dick recommended to the Board that a committee be established to determine the trends in curriculum for the state schools in Arizona. The Board of Education on August 26, 1960, approved this idea of Dick's and appointed a committee of educators and lay people. Due to this, Dick came into confrontation with Governor Paul Fannin who asked the legislature to establish by law such a committee. Dick responded that the committee had already been appointed by the very board the governor sat on and that legislative authority was not desirable.[3]

One of Skipper Dick's personal interests was the development of a better education program for the Arizona Penal system. He said:

> Education would do more to rehabilitate them than anything on the prison program.[4]

One of Dick's accomplishments was the creation of a special education program in the State Department. In The Arizona School Board Association Bulletin, December, 1958, Dick supported legislation for a statewide special education program:

> Special education legislation as proposed would enable schools and school districts to join together to set up special classrooms where these children would receive attention in a specialized program. Approximately half the cost of services in speech correction, remedial reading, psychological testing and evaluation, and classes for the Exceptional Child will be financed by the State Department of Public Instruction.[5]

1964 Campaign

In 1964, Sarah Folsom, the Superintendent of Schools for Yavapai County and a member of the State Board of Education decided to run against Dick for the Office of State Superintendent. Sarah Folsom was as conservative as Dick was liberal not only in her political thinking but in her educational philosophy. This produced a most exciting campaign for the office of State Superintendent of Public Instruction.

Dick said, in regards to the accomplishments of his office, that he had been responsible for the establishment of a Special Education Department, had improved the standards for the certification of teachers, and had rewritten the course of study for elementary schools in the areas of science, art, and reading.

Mrs. Folsom actively solicited the state teachers by supporting teacher membership on the State Board of Education, supporting a raise in teachers' salaries, and supporting a raise in the standards for high school students. Mrs. Folsom accused Dick of laxity in developing Arizona high school programs. Dick, in return, replied that Arizona high school graduates were entering colleges in increasing number with a surplus of credit and high grade averages and that they were specifically well-trained in mathematics, science, and foreign languages.

Sarah Folsom attacked Dick vigorously throughout the press of Arizona saying he wanted to become Governor and was building a statewide political machine using the power and finances of his office.[6]

In early October of 1964, Sarah Folsom began to level a strong attack against Dick personally, questioning why he was fired as principal of the Cashion School in 1940 and as superintendent of the Scottsdale Schools in 1953. Dick was also criticized by Folsom for having recently hired three subordinate administrators who had just been fired from their posts in public school districts. She attacked Dick for his flower fund, which was a fund made up of a percentage of each employee's salary within the Department. Folsom said of this:

> We cannot afford to have people in state office under shadow or suspicion of misusing public trust. I am forced at this time to speak of my opponent's record of ineptness and inaccuracy because of what is at stake---the future of school children and the future of this state.[7]

Dick particularly attacked Folsom for her lack of qualifications staing that with her limited teaching experience, she was not qualified to handle such an administrative post, and:

> That she is not aware of the latest developments of educational trends. Her limited teaching experience has been in Alabama, which has one of the highest illiteracy rates of all the 50 states.[8]

One issue of the Folsom - Dick campaign of 1964 was a proposition, number 101, which would go to the voters at the same time that either Dick or Folsom would be elected. This proposition contained a new reorganization of the State School Board, eliminating some of the professional educators and replacing them with lay members, all to be appointed by the governor. Folsom was strongly for this lay board as she called it. Dick was against this proposition because he felt it would give too much power to the governor. It is interesting to note that while in office, Sarah Folsom changed her mind when the governor appointed members that were contrary to her own point of view.

The Arizona Education Association came out strongly for Dick because of his record and against Folsom because of her heavily financed campaign and her support by the more conservative political elements.

Sarah Folsom, with a plurality of 1,184 votes, defeated W.W. Dick in this election.

"Skipper" Dick Interpretation

Dick was probably the most controversial Superintendent of Public Instruction since the creation of the office. He was outspoken and hard driving. Many of his activities were laudable, such as his support of penal education and special education, but he was involved in questionable activities such as his "flower fund". Perhaps most important is the fact that Dick raised the public profile of the Office of Superintendent after many years of dormancy and inactivity and made the people of Arizona aware of this office, what it could do, and what it could not do. It was most appropriate that he was followed by an individual that represented an opposing point of view politically, but Sarah Folsom, like Dick, was controversial and was most willing to fight for what she believed in.

FOOTNOTES

CHAPTER XVIII

[1] *The Arizona Republic* (Phoenix), June 2, 1965, p. 15, col. 2. *Arizona's Men of Achievement*, Vol. II, Paul W. Pollack, ed. *The Arizona Republic* (Phoenix), November 24, 1934, p. 14, col. 2.

[2] *The Arizona Republic* (Phoenix), October 5, 1959, p. 6, col. 6.

[3] *The Phoenix Gazette*, January 13, 1960, p. 22, cols. 1-8. *The Arizona Republic* (Phoenix), August 26, 1959, p. 4, col. 2.

[4] *The Phoenix Gazette*, May 25, 1961, p. 12, cols. 1-2.

[5] W. W. "Skipper" Dick, "Legislation for Special Education - Why?" *Arizona School Board Association Bulletin*, December 1958, p. 7.

[6] *The Arizona Republic* (Phoenix), May 8, 1964, p. 16, col. 1; August 20, 1964, p. 27, col. 4; September 4, 1964, p. 27, col. 1. *The Phoenix Gazette*, September 24, 1964, p. 5, col. 7; September 21, 1964, p. 2, col. 8.

[7] *The Arizona Republic* (Phoenix), October 2, 1964, p. A9, col. 2.

[8] *The Arizona Republic* (Phoenix), October 9, 1964, p. 18, col. 1; October 2, 1964, p. A9, col. 2; October 8, 1964, p. 21, col. 8. *The Phoenix Gazette*, October 7, 1964, p. 39, col. 5.

[9] *The Arizona Republic* (Phoenix), October 15, 1964, p. 21, col. 4; October 21, 1964, p. 10, col. 2; October 24, 1964, p. 12, col. 1.

W. W. "SKIPPER" DICK

INTERVIEW

November 8, 1974

Background

I was born on March 20, 1907, and now I'm sixty-seven years old. I was born in Eastland, Texas, and that's just outside of Fort Worth-Dallas about 100 miles. My father was a rancher there for forty years and just about the time they struck oil, he left for Arizona. He had heard about Arizona and came out here and purchased a farm and raised a family of eight boys. I wore curls until I was five or six years old and had a few fights about that.

We came to Arizona when I was about ten years old and lived on the south side of Phoenix. I went to Phoenix Union High School and was given the most outstanding student award when I graduated. They gave it for being all around student.

I was given the name "Skipper" at Phoenix High School by a fellow team-mate named Harry Gray. We were playing basketball at Glendale High School one night, and it was just before the game started while we were shooting long and short shots. You had to skip to where you get the ball and make a short shot, and Harry said, "Look, you sure can skip". The next morning the paper stuck that "Skipper" on me and it still is my nickname. Very few people know my name is Wilburn.

My folks taught me two things: honesty and that it isn't a sin to work hard. When I went to Phoenix High School, I rode a bike, six miles there and six miles back. When I went out for basketball with practice after school, I rode home in the night and in the cold. I carried paper routes, and so did my brothers.

I graduated from Phoenix Union High School in 1927 and went to Tempe Normal School which is now Arizona State University, where I was given the best all around athlete award. Oh, I guess I was successful at Tempe Normal, especially in athletics. I played four years of football, basketball, and baseball.

I had dropped out from Tempe in my second year and when the depression hit I began to farm with my dad and later went into business in Casa Grande running a restaurant. I owned the Minute Cafe in Casa Grande about 1929. I lost everything I had in the restaurant, all the equipment and everything, in the depression. I then went back to Tempe Normal School and I think I went for a semester and dropped out again, and then went back for the last time and finished. I was All Southwestern football player at that time, and I pitched on the baseball team. There were about 1,200 people at Tempe Normal and about 800 were women since it was a teachers college. I took a teachers college course at that time preparing to teach. The first year, my dad paid my way, and then the depression hit. I worked in the dining hall and earned my way through that way. When I graduated in 1933, I got a job in Tolleson, Arizona, as a fourth grade teacher.

A Democrat

I gave myself my middle name as Wilson -- it's after Woodrow Wilson. My dad was a Democrat and he said he was a Democrat because every time a Republican got into office, it was tough on the farmers, and he was a farmer. The Democrats seemed to be a little more favorable to the farmer. I thought that the Democratic party represented the common man. Some things have happened within the Democratic party recently that I am not in favor of. During the last ten years, the party has been taken over by a group of people that I cannot go along with. I didn't break with the party, but there are changes in a lot of the things that I stood for and I thought the party should stand for. I think one reason we lost out to the Republicans in 1972 was because the

Democrats were too far out. Up until then I thought the Democratic party represented most of the people.

Teaching Career

I got my first job because they needed a teacher that was a good baseball pitcher. In 1933, in the middle of the depression, no one wanted to give up a job and everybody was holding out. Tolleson had a little baseball team that played every Sunday, and the superintendent was interested in baseball.

I started teaching the fourth grade. We had certain objectives on what the fourth grade should accomplish at the end of the year. One of them was that the students were supposed to know the multiplication tables. The Superintendent of the school district and I went to Stanford University for a summer session in 1935. We came home sold on the method of project teaching. We were going to teach mathematics, language arts and everything else in the project method, and I remember that I built a teepee in the middle of the classroom and we brought everything that we could think of to school with us. We tried to write about Indians, trying to work everything in. I was happy with this project, and we were having a great time for a couple of months until finally we ran out of Indians. The Superintendent came in one day and said, "Skipper, how are you getting along with the multiplication tables?" Well, we just couldn't teach multiplication tables with an Indian project like this, so we straightened out our desks and we went back to the multiplication tables and I tried every way in the world that I knew to teach them the multiplication tables. You have to drill and drill and drill. Many of the teachers didn't believe in drilling and they got way off base. I know there are a lot of fine methods of teaching, but what counts are the results at the end.

I taught the fourth through eighth grades at Tolleson and got a good foundation in the elementary schools. I was a strict disciplinarian. We had discipline in our day not like it is now. We felt that we were the parents, and when the kids came to school we felt that we had the same right that a parent had at home, to teach the child and to instill discipline along with it.

Some of the people might think that salaries are pretty low now, but when I went to work it was at $1,100 a year. Of course it did buy more then.

First Administrative Job

I took a job as principal in Cashion, Arizona, in the Littleton School District. I think there were eight teachers in that district and my boss at Tolleson told me, "Skipper, I don't know if I'd advise you to go over there and take the job or not. People don't last there more than two years." It's a very tiny place owned and operated by farmers. I had been teaching for eight years and looking for a change. That was my first administrative job. I was the boy's coach, the girl's coach, the softball coach and everything else in the school. I had no secretary, no office, and had to teach the eighth grade in a rundown little tiny school.

The man next to the school owned a bunch of cabins which he rented, and he tied into the school's water system. I wasn't forced to, but I knew that I had better live in one of his places. He wasn't on the School Board, but his son-in-law was the janitor. The School Board decided that it wasn't right for this man to use the school water so they told me to cut that water off. This man then got on the Board, and one day one of the teachers said, "Skipper, you know that we were fired the night before last, don't you?"

After I lost this job in Cashion, my superintendent over at Tolleson where I had taught said, "Come on back and teach for me. I've got a job for you. I told you this might happen to you." I went back to Tolleson and taught about two months when they got in touch with me from Scottsdale. I had made application for a position in Scottsdale and they said they would like to have me take an elementary principalship and I started there in 1941.

The Scottsdale Period

In 1944, I received my Master's Degree in education from Arizona State College (Tempe). I wrote a historical thesis about the Scottsdale Public School System. The Scottsdale superintendency was vacated during the school year and I was given the position. I think I worked well with high school kids and I tried to understand them and I tried to be fair and honest. I delegated my authority to people and what they did, I gave them credit for.

I was principal of Scottsdale Elementary from 1941 to 1944 and then I was Superintendent of the elementary and high school districts from 1944 to 1952. Unless somebody finds out differently, I believe I was in that school district as Superintendent and Principal longer than anyone else.

In the latter part of the 1940's I was getting the magnificant salary of $5,200 as Superintendent of Schools and I had a growing family. I had an opportunity to go into business with a fellow over on the Indian Reservation. My father-in-law was financing this project.

So I hired a foreman and started farming. I had a trailer with my name on it and the farmers got incensed about that because on Saturdays I would go over there to work on this farm. We were farming cotton. We had about 600 acres leased on the Indian Reservation. My partner and I didn't get along too well on how to farm, so we divided the land. I made about $10,000 a year on the farm. I should have left education, but all of my life I had been in education, and money wasn't everything even though we didn't have too much of it. I had received permission from the board to do this but someone influential objected so I said that if that is going to cost me my job then I would let someone else take over.

Mr. Messinger, a board member, was a lawyer and he called me and asked me to come and have dinner. This was in March, 1953. Anyway, at a club downtown and in the process of eating our dinner he said, "Maybe you better look for another job". I said, "It's too late. If you were going to do this, why didn't you tell me, and give me time to get out." I said, "Give me one more year. Give me a chance to get a job." Anyway, they had a meeting and decided not to renew my contract. The district divided up over it, and many just didn't want me to leave. The next morning, when the kids found out that I wasn't going to be there the next year, I had to get on the PA system to calm them down. They got petitions out to recall Mr. Messinger and had about 500 signatures. John Barry was County School Superintendent, and because the petitions didn't have Scottsdale School District #48 written on them, he threw them out.

My father-in-law ran the Apache Hotel in Phoenix which he had leased out to a fellow, and the lease came up about that time. My brother-in-law and I went into the hotel business. We paid him, I think, $20,000 a year lease on the hotel, and it was a business deal. So we went into the hotel business but we didn't make enough money for two people.

The County Superintendency and Annexation

I decided to get back into education and a few people helped me, but none with money. I spent a few of my own dollars, and worked day and night to get elected to County Superintendent. I got publicity out of the Scottsdale fracas and people found out that I had gotten a dirty deal out there which helped elect me to the Maricopa County Superintendent's job. I was Maricopa County School Superintendent for four years.

The County Superintendent's Office doesn't have any authority to go out into the school system and tell anybody what to do. It's primarily a financial watchdog on the school districts. All the warrants and everything must come through the office, and everyone of them is gone over with a fine tooth comb with certain rules, regulations, and laws. If we felt that they weren't justified, we would cut out different things in the district, whatever they were trying to purchase.

I had found out that just south of the Kyrene School District, El Paso Gas Company had lines running. Why John Barry never took them in, I'll never know, but I immediately took them into the Kyrene and Avondale School Districts. At Buckeye the railroad had a few miles down there, and I immediately put them in. All I had to do was fill out some documents. The man that represented El Paso Gas Company was busy fighting awfully hard down at the capital for something else while this was going on, and he didn't know anything about it. When Gus Harrell, (Assistant County Superintendent) found out what I had done, he came in and said, "Skipper, don't you know that this is the most powerful man in the State of Arizona?" I said, "I don't care how powerful he is." I was not a good politician and I didn't care how powerful they were because they should have been paying their share of the taxes. Gus Harrell was just dumbfounded. This man, who represented El Paso Gas Company, was a powerful man and he came into my office and sat down smiling saying, "I understand you took our pipeline. Do you know that we pay half the taxes in a school district when we're in it?" I said, "You've got your pipe sticking in everybody's house and you are not paying the taxes in this school district. People are paying you and you are making a profit." That was not good politics!

The State Superintendency

In 1958 I ran for State Superintendent. I felt that M.L. Brooks was a weak State Superintendent. I think he was more a politician than he was an educator, and I would say that he didn't accomplish very much at all.

I think that the State Superintendent of Public Instruction should have at least a teacher's certificate. I think that it is a professional job, the same as a lawyer. The Attorney General has to have a law degree. Why the teachers haven't done something about this, I will never know. A garbage collector, if he could get the votes, could be State Superintendent of Public Instruction. There are no requirements. I know a lot of people with doctor's degrees who I wouldn't want near the State Department of Education. I'm saying that they should have at least a teacher's certificate. The Superintendent has to know what education is all about because he's at the top and he has to know what is right and what is wrong. It is going to have to be an educator at the top of the administration. You have to be saturated in the field of education.

The Flower Fund

In regards to the "flower fund", I told The Arizona Republic that everybody that worked in our office had a little political fund. It was not a flower fund as such. The people who called it a flower fund tried to dodge the idea. The people who worked for me put in money for the election. Everybody that took a job agreed to three percent, including myself. We didn't enforce this. It was voluntary. We didn't fire people because they didn't give their three percent and it was not taken out of their check. Gus Harrell had charge of this fund. I did not have anything to do with it. I did not manipulate it, and I did not take anything out of it. It was all done by Gus Harrell and he paid all the bills. I put my money in and everybody else put their money in. I had the highest salary, $12,500, so I put in the most. Sarah Folsom had people out here who put up $30,000 for her and the best we could ever get was $10,000. I never had any ambition to be Governor, in spite of what Sarah said, because I never had the money or the background. I was not running for Governor. The Republic suggested that I would make life tough for any school district administrator who would not support my campaign. How could we make it tough on the superintendents? We had no power or authority.

Accomplishments While Superintendent

I fought for Federal Aid. The Arizona Republic fought me awfully hard on this with editorials and they put a picture in the paper just before the election with Uncle Sam saying "Here's the curriculum. This is going to be it if you get any federal money." I went down to The Arizona Republic and found out who wrote that article. I can't think of his name, he is now retired, but I said to him, "Did you write this article?" I said, "Have you read the law, have you read the bill?" He said, "No." I said, "How could you write an article and say the things you said when they are not true, the safeguards are right in the law itself." I went down there because I was not a good politician. I was an educator and I fought for education and for whatever I thought benefited the kids in education. I fought for what I thought was right, and that was the reason that I was controversial. I'm not saying that I was right everytime, but I did what I thought was right.

I think the press was unfair when I was in office. I'm talking about the Arizona Republic but when you talk about the Arizona Republic, you are talking about the press in the State of Arizona because it is all over the state.

All the time that I was State Superintendent of Public Instruction, I did not get a page or half a page or anything from the papers telling people what my accomplishments had been for education. One of the accomplishments was increased state aid to schools, from $127 to $170. We didn't do that ourselves, but we were instrumental in recommending this to the State Board. People could understand what we were talking about, and most of the time our recommendations were accepted by this Board. They knew what the problems were in the field of education, and that we were striving to improve things. Governor Paul Fannin and I were very close, and I could always walk into his office at any time, although he was a Republican and I was a Democrat. We had a good working relationship.

I helped increase state aid and helped institute the State Junior College system. We provided special education programs for the mentally retarded and physically handicapped in the state. To set up this program, the legislature gave us some money and we brought a man in by the name of Baribeau who had an outstanding record. He set our department up, and I think he did a good job.

We established educational programs at the State Prison and instituted machine data processing for pupil accounting.

One of the biggest things we did was to write the courses of study. These were suggested guides for the school. We asked school districts scattered over the state for the best teachers they had. One from Phoenix, one from Flagstaff, one from Nogales and from over the whole state. They released their teachers, and they came to our department. Nothing was dictated. These people wrote the courses of study for the State of Arizona.

We also published a monthly newsletter to all the districts. We upgraded teacher certification standards. We required five years for teacher certificates and it had been four years. We delegated to the Universities the authority to graduate their own people and process their teacher certificates.

The State Board has all the say. They can countermand anything you do, but if you have a good working relation with your State Board, and we did, they will give all the authority you need. I have often said that the Superintendent can't do anything if the State Board doesn't want him to do it.

At the time I was State Superintendent of Public Instruction the Townhall meeting was held at the Grand Canyon. They came out with the idea that we ought to appoint the State Superintendent of Public Instruction. Why don't you then appoint the Attorney General, etc.? The Governor can appoint everybody else, and then he can run the whole thing. In many states the State Board is elected. In New Mexico it is elected. Now if they elect the State Board of Education, I would go along with the idea that they could choose the State Superintendent. Governor Jack Williams and his conservative supporters controlled education in this state just as they had accused the federal government of doing.

While I was in office we worked with the small rural elementary schools and helped bring them up to par with our larger city schools. The Ford Foundation had a Small Schools Study Project in Colorado, New Mexico, and Arizona. They made their study, and we tried to use the information we received to help the small schools.

We also provided migratory education for children. We established an Adult Educational Civil Defense Program. Cliff Harkins was in Washington, D.C., and he wanted to come back to Arizona so I put him in charge of the C.D. Program. Harkins is quite a competent person, and he did a tremendous job. We also enforced the National Defense

Education titles for the enrichment of the school curriculum.

Mr. Prochnow was the Finance Chairman of the legislature, and we knew one another real well. We saw pretty well eye to eye, and I never had any problems in going before the legislature and explaining our budget and receiving very substantial amounts of money. The legislature wouldn't give Mrs. Folsom the kindergartens she asked for because the legislators are not educators and don't realize that between the ages of three and eight years old, about half of a child's whole education is obtained. It's pretty tough to change children after they get past the age of eight. I think some good studies have been made along those lines, and I am very much in favor of kindergartens as was Sarah Folsom.

Our people never went out to dictate what the schools should teach nor how they should teach it. They went out to find out what the problems were, to try to help the schools, to try to tell them what other school districts were doing, and how they might improve their situation.

I recommended that the schools teach about communism because our kids should not grow up in absolute ignorance of what communism is and what it isn't. The John Birch Society and The Arizona Republic jumped on me with both feet. I wanted to educate these high school kids and let them know what communism was.

I think the sex education situation is similar. Our children are getting into trouble because they are ignorant about venereal disease. Let's not close our eyes to the fact that these children are having sex relations even in eighth grade. It makes sense to me that these children should be taught the facts. I don't think the parents are giving their children sex education because it is a very difficult thing for them to talk about to their children. Boys and girls ought to know what risks they run.

Recommendations

I would like to see the State Board of Education be primarily a professional educational board as it used to be. It seems that the old board functioned intelligently because they knew education.

I would not want to be State Superintendent of Public Instruction under this particular Board. I would be a very frustrated Superintendent trying to work under the people who are now on the State Board of Education.

If we had an elected State Board of Education and then allowed them to appoint their State Superintendent, they would choose who they wanted. Then they would probably work pretty closely with him. They would look into his background and philosophy before they chose him.

The State Superintendent should have the authority to visit school districts. I never had any problem getting into any school districts that I went to visit. I was welcomed anytime. We didn't go in as dictators. We went in as people who tried to solve problems. I don't think that the State should dictate any more than Washington should dictate to the State. I think that education on the north side of Phoenix is different from the south side because of ethnic groups that are there, and that means that they do not necessarily need the same textbooks.

I am against what they are doing with the textbooks in trying to limit them. We ought to have a multiple choice list that people can choose from in the local districts. I would say there should be a choice of about ten textbooks per subject. I think there is more than one way to teach and to learn how to read, and phonics is only one. Some children can learn one way and others can learn by another way. Phonics doesn't meet the needs of all the children in learning how to read. You can't phonetically sound out all words.

In choosing textbooks while I was in office we had the educators in the state make choices. I had maybe four or five or maybe a dozen educators from all over the state make recommendations to me about what books we should choose and I took their recommendations and this was how it was done. The State School Board had to vote on it.

I might say that the people that put Sarah Folsom in, the people in Paradise Valley, and the John Birch Society, had a different viewpoint than the public school's interest. She represented these people, and they put up some $30,000 for her. The Arizona Republic wrote articles about me being fired at Cashion and at Scottsdale, and they kept hanging that on me continually while they ran full page articles supporting Sarah Folsom. She campaigned against federal aid while I was fighting for federal aid. Mrs. Folsom and I had a very bitter campaign. I thought that she was running on that John Birch platform so that she could get elected as State Superintendent. She represented a group that I had been very much against for years and I thought that they were wrong. Sarah adopted these people's viewpoints to get into office, and when she found out what they really stood for, she changed and took an $11 million grant in federal aid for education. Then they fought her.

After losing the 1964 election they put me in charge of the Neighborhood Youth Corps under Governor

Goddard. Gus Harrell was instrumental in getting me this job since he was Goddard's school finance man. After three months I resigned and went with the U.S. Office of Education in Washington, D.C. I was hired as an educational specialist. I worked with State Departments of Education and traveled in eleven states.

In 1968, I went to Albuquerque, New Mexico, with the Bureau of Indian Affairs as an educational specialist, where I worked until my retirement. I moved back to Scottsdale in January, 1973.

I believe the American ideal will survive, but survival is not automatically guaranteed. We must work for it and occasionally fight for it and, as important as anything else, educate for it. We must educate all the people's children as fairly as we possibly can.

HARRY BRODERICK
INTERVIEW
November 15, 1974

Background

I was born and raised in Phoenix. I went to St. Mary's High School and joined the Marine Corps in World War II. After I got out of the Marine Corps, I attended Arizona State College at Tempe and coached and taught at St. Mary's High School. I graduated from Arizona State College in 1950 and continued at St. Mary's until 1953.

I joined the Juvenile Probation Office in January of 1954 and was there until July of 1957. I happened to be walking in the back of the old courthouse parking lot and saw Skipper Dick. At that time Dick was the County Superintendent for Maricopa County. I hollered at Skipper that if he needed someone to help out, to give me a yell. The next day Skipper called me, and said, "If you are serious, come down." So I was Skipper's Assistant County Superintendent for about a year and a half.

Skipper's office and my office were adjoining, and we were both sitting at our desks one day when he looked over at me and said, "Harry, do you think I can beat M.L. Brooks?", who was then Superintendent of Public Instruction. I said that if anyone could, he could. The only problem was enough money to run and he said, "I think I can", and I said, "Well, let's go"; so we were off. Skipper had an old red pickup truck and $1500 and I put in $500 and the two of us started out after M.L. Brooks. We made most of our signs and we traveled all over the state in that red pickup truck. We slept in it a couple of times to save money because we didn't have any.

We were down in Ajo where there was supposed to be a political rally, but they started vacation and everybody left town. Skipper and I are both members of the Elks Club, so we went over to the Elks Lodge and Tommie Jay who was on the Board of Supervisors for Pima County at that time was there and said he had some good news. There was a suit in Superior Court in Pima County to rotate the names of the candidates on the ballot. They ruled in favor of rotating the names on the ballots. I told this to Skipper, and he said, "Harry, we will win now." That race was so tight that it was not decided until sometime the next morning when we got word that Skipper had lost by 1700 votes. Then we got a call, it was Skipper's secretary and she said that it was a mistake and that it was M.L. Brooks who was 1700 behind rather than Skipper.

Skipp[illegible] had won.

Skipper in the Superintendency

In the first part of January Skipper was sworn in with the rest of the State Officials. Fannin was Governor, Wade Church was the Attorney General, and Wesley Bolin was Secretary of State. The Corporation Commission was still democratic. The only Republican at the time was Paul Fannin. They told us that our quarters were across the street north of the capitol in an apartment complex. Everybody was sitting around, not knowing if they had a job or not. We didn't fire anybody as I recall. We had a few people resign and we replaced them with people from the county office who wanted to go with us. We didn't have a personnel commission at that time.

That very first day, Skipper went over to see Paul Fannin. They had known each other and were high school kids together in Phoenix. He kept on Paul's back at least two or three times a week to bring the Superintendent's Office back into the capitol. Skipper felt that the chief state school officer should be in the capitol, and that he should not be relegated into some rinky dink apartment. We got into the capitol building. Skipper wasn't afraid to speak out to Fannin. At that time the Governor was the Chairman of the Board of Education. We got along real well, whether they were Democrats or Republican, there was no problem.

The Assistant Superintendency

One of my duties as Assistant Superintendent was to handle the State Board of Education and to set up the meetings and the agenda. The first year, we found that there had to be four meetings a year, and that we had to make up one. The Superintendent could not call the meetings. The Chairman of the Board had to call the meetings. The Chairman of the Board was the Governor, and we notified him that we were to have four meetings a year. From then on we had as many as eight to ten meetings a year. Skipper would only do as the Board instructed him. We notified the Board members well in advance, as well as the news media, when the meeting would be and what was on the agenda. Skipper, as the Superintendent of Public Instruction, was the Executive Officer of the Board.

We had in our department some pretty qualified people. There were a lot of things that we felt needed to be recommended to the legislature such as the adoption of textbooks and special education for the handicapped.

There were many things that needed to be done, and we would bring them to the Board's attention to let them know that the statutes were very specific in stating that one of the duties of the State Board of Education was to recommend to the legislature changes in the law. We would make recommendations to the Board for legislative change that would better our school system. At the time we were a single adoption state, but in the first year we got the Board to recommend that we go into a multiple adoption. It was easy for us to get a multiple adoption. The funny thing about it is that each Board member had a committee of eight to ten people who would recommend to the Board member their preference for textbooks, and that is how we voted. We brought in a lot of people that would never have taken part in the rules and regulations of the State Board. We had teachers from Globe, Douglas, Flagstaff and from all the counties.

Special Education Funding

Special education and education for the handicapped, particularly the mentally handicapped, were Skipper's priorities. John Barry, who had served under M.L. Brooks as Assistant Superintendent, had run for Maricopa County School Superintendent and had won and succeeded Skipper. While Skipper was in that county school office, he ran special education schools for the handicapped. I think we had Valley of the Sun, Perry Institute, and Samuel

Gomphers, and we ran them just like the accommodation schools. Skipper had gotten approval from Joe Walton who was the attorney for the schools, to use monies before he apportioned them out of the school districts. He would use those monies to run the special education schools. So John Barry told one of the newspaper boys here in town, after he had become County Superintendent and when Skipper was the State Superintendent, that he was going to file a suit against Skipper for using something like sixty to seventy thousand dollars illegally for those handicapped schools. John Carpenter who was at that time a reporter for the Gazette called me and wanted to know if this was true. I told him it was a lie, that it was more like a million dollars and that stunned him. We knew that this was coming, so we decided to get it out in the open. Everybody knew we were doing it, the county attorney's office knew we were doing it, the school districts knew we were doing it, and the parents were more than happy about what we were doing because we were providing education for those children.

We got the legislature to pass the Special Education Bill as well as the Textbook Bill, and in 1962 we helped to get the Junior College Bill passed. There were fourteen pieces of legislation passed in one year for education. The AEA took credit for a lot of it, but it was the Department of Education people, Skipper, Gus Harrell, Wes Townsend and others, who knew the right people in the legislature and worked for these bills. We took out of our pocket to take these legislators to dinner. We didn't allow anybody to give us money to do our lobbying, we did our own. We weren't interested in who was getting the credit for this. We just wanted it to be done because it needed to be done. Skipper didn't do things for political recognition. He did them because he loved schools.

In 1959 and in 1961 we started getting some Republicans coming in, and I passed the word out that the Republicans would be treated just like the Democrats in the legislature. David Krett and John Haugh were interested in education. They were in our office as much and sometimes more than the Democrats, and they were pleased with the way they were treated.

The Flower Fund

I can't remember what newspaper man it was who came in and said, "Harry, I understand that you guys have a flower fund". I said, "It's the Committee for Educational Leadership and its a two percent donation. If you want to look at the books I will give them to you." He said he wanted to look at the books, so I called up Mrs.

Hickley, and she brought them. He saw all the names and the money they were donating. It was used if one of the employees was sick in the hospital, or for travel for the department, as well as for campaigning. If you want to call that politics, call it politics; it was used for the re-election of Skipper Dick. It just threw this newspaper guy. We weren't hiding anything, there was no sense in that.

Policies

One of the things that Skipper was a sticker on, was that if a school district didn't need our help, then you said goodby and went someplace else until you found somebody that did. There were many one, two, and three teacher schools that didn't have much help, and that is where we made our people concentrate. There was no reason for us to go in and waste our time with Phoenix One or Osborn or Madison, because they had consultants that were as good as what we had to offer. There was no sense in wasting our time with them.

We concentrated in the isolated areas where we would send our school lunch people out, our special education people out, and elementary and secondary curriculum directors out to help them. We would send our finance men out to help at the county level, but not so much in the Phoenix area, they were pretty well staffed so they could handle it. We were always willing to help where we could. Our department of vocational education was a big help because the districts were building up vocational programs. Back in those days, I am talking about 1959 to 1963, I think there were more one and two teacher schools than there were big schools like Phoenix and Tucson. They had more districts, and these school districts needed to be served. We would form committees to help them.

Proposals for the Superintendent's Office

The Superintendent of Public Instruction had no authority except to run the office. He was one of eight members of the State Board and had one vote. I would like to see him elected for six years. As long as you are going to have an appointed State Board, then you should have an elected superintendent. Now you have a Governor who is a Democrat and a superintendent who is a Democrat, but you have a Board that is Republican. All I can see for the next four years are problems and troubles because of differences in philosophies of education. There is so little interest shown in our State Board, and yet it is spending a big part of the tax dollar. They are making decisions that affect children today. I would be against electing them. I would like to see the Governor continue to appoint the Board and have the Superintendent elected. I would like to see the Board part Democrat and part Republican, four to five or five to four. I would like to see the Superintendent not be on that Board. The Board should set the policy, not run the office. Personnel and all that should be in the Superintendent's hands, and he should submit a budget to the legislature just like any other elected official. I think policies governing textbooks and curriculum should be determined by the Board who would see then that the Superintendent of Public Instruction carried these out. We did get along with the Board, and we did get along with the news media. We would always send the media an agenda and always make room for them in the Board meetings. We always had open Board meetings.

There are no qualifications for the Office of Superintendent. They had eleven candidates running this time and only one did not have a college degree or teaching certificate, and she got the biggest vote. I believe that there should be some qualifications set up. The qualifications should be that the candidate must have a teaching certificate. I don't know if she or he should have an administrative certificate, but I do think that they should have at least a teaching certificate.

Public Relations: The News Media

In the first months of Skipper's administration, there was an editorial in the Republic blasting federal aid to education. Skipper came walking into the office with a newspaper and he said, "Get a hold of Harry Montgomery at the Republic. I want to go down and talk to him and find out who wrote that editorial." I said, "If you want to write a letter to the editor, go ahead and write it and they'll put it in the Letters to the Editor section; but you can't go down there and tell those people how to run their newspaper." I called Harry and told him, "Skipper wants to come down and talk to you about that editorial this morning, and by the way, who wrote it?" He said, "Fritz Marquart, and do you mind if we have Fritz here." So we got in there and Skipper was down and away at them. Marquart finally turned to him and said, "Now Skipper, that's the third time you have told me I don't know what I am talking about." Skipper said, "I'll tell you one more time you don't know what you are writing about." It's bad enough to tell a reporter that he doesn't know what he is writing about, but to tell the head editorial writer that he doesn't know what he is writing about, even though you might be right, well you just don't do those things. From then on, those guys came down there every morning with their shotguns loaded. I was always waiting for them. I would say, "Come in, have your coffee."

You had to admire Skipper because he spoke what he felt. There were a lot of guys that said the newspapers didn't like him, but they really did. They used that office, particularly during the legislative session. They would come to use the phone so they wouldn't have to have another reporter hear them. At Christmas time, they got their bottle of whiskey from Skipper and if they didn't drink, then they got a nice fruitcake from Skipper Dick. They liked Skipper, and they said that he was a good friend.

Dick's Board Memberships

Skipper was on many different boards and commissions. He was on the Board of Regents, the Board of Education, the Board for the Deaf and Blind, the Board for the Crippled Children, the Board of Pardons and Paroles, The Governor's Council on Traffic Safety, and on the Governor's Council on Indian Affairs. It was hard for him to take part in everything, and I would often represent him. I brought him some material on why the death penalty should be eliminated and he was real diligent about reading those things. He said, "You know Harry, I am kind of getting to where I agree with you." We had a man that was going to be executed. He killed a man and his wife. Ordinarily the meeting would be down at the prison, but for some reason we held it there in our conference room in the State Capitol. The proceedings went on and all of a sudden Skipper jumped up and said, "I am against the death penalty." He walked out and a couple of newspaper men went right after him. I said, "Wait a minute you guys, go in there and sit down and talk to him. I heard him say it; he's against the death penalty, but let's go in and sit down." The next morning the paper had it on the front page, "Dick Against Death Penalty". Well it just happened that that morning an escaped convict from Indiana, a murderer, was found here in Phoenix. They started chasing him over to the Tempe area where he kidnapped an old retired gentleman and killed him. That was on the front page of the evening paper. The timing was not too good, but still I don't think Skipper ever voted for the death penalty again. The Superintendent never had any business being on that Parole Board. I'm glad they took him off.

Political Conflicts

I think curriculum and textbooks should be left up to the local boards. The people elect their Board of

Education in each high school district and in each elementary school district. If a particular high school district wants free enterprise taught or not taught, I think it is up to them.

The newspapers made Dick an old country boy, and crooked as a dog's hind leg, yet I have never met a more honest man who was more dedicated to education. His whole background, from the time he got out of college when he started as a fourth grade teacher to the end of his career, he was honest and dedicated. He has always been controversial because of the things that he believed in.

The Town Hall was strictly anti-Skipper Dick. They knew that Skipper was an honest guy. They knew that Skipper had no other interests than serving the public in education. They had to get him out of there because he was the Chief State School Officer and did not represent their view and philosophy on education.

Skipper is very much a conservative. Skipper is more of a conservative than anyone that they have had down there, because he believed in only spending money where money needed to be spent. I know because he was always after me saying that we could do without.

Prison Education

Skipper would go to the prison and come back and say, "Harry, those people down there need some help. Why don't we try to get Frank to get a teacher in there." The Board of Education recommended that the legislature give the prison money to hire some teachers, and give those guys a chance to get their GED Certificates. We had a supplemental bill in there for our appropriations requesting additional money to hire a teacher. The legislature gave it to us just like that. We presented it to both houses. It went right through. The next year we hired another teacher. Skipper hired two teachers that worked inside the wall to help those inmates get their GED. Later they ran a survey on some of the people that came out with the GED Certificate. I think that the normal recidivism rate was around 30 or 35 percent for Arizona, but those that came out with the GED Certificate had a rate of three to five percent.

Office Regulations

M.L. Brooks had an employee handbook when we went in, with such things as you should shave every morning and wear clean socks. I said we didn't need a handbook. Something we didn't need was a lot of rules and regulations.

The more you have, the more you are going to break. There was only one thing that I was concerned about, keeping close track of money. If you were going to be traveling, you had to be correct on it, otherwise you were going to get fired. Whenever you were dealing in money you had to be careful.

Future Educational Changes

I think education is changing so much. At the Maricopa County Skill Center where I work now, we don't have any grades or semesters. I think that if our high schools would come in here and take a look at this operation, they would go back and maybe change some things. If they set up their high schools where they could take a kid in October or November or February or March, and pick him up where he is and forget about a grade and forget about a diploma, just give him a certificate of completion, then when he goes out he is a welder knowing all about welding.

I think that the Superintendent should adhere to the statutes. I think he should follow the policies of the Board. The Board is trying to jam some things down these people's throats that they don't want, but I think they can go to court. It says in the statutes what authority the State Board has.

I think you are going to see some changes with the Board. If we had a four to five member board, we could get some things going as far as our Democratic Superintendent. I think you will see some things changing with the conservative board you have now. Carolyn Warner is going to have to fight them like Shofstall. I admire Shofstall for fighting them because he disagreed with them, and if he disagrees he should fight them.

CHAPTER XIX

SARAH BLANTON FOLSOM

Sarah Folsom was born on October 22, 1915, in Notasulga, Alabama. She graduated from Judson College, Alabama, in 1936 with a Bachelor's degree in French, English and History. In 1941 she graduated from Auburn University with a Master of Arts degree in English. She received honorary doctorates from Judson College and Auburn University in 1966. Mrs. Folsom taught at the elementary, secondary and college levels from 1936 to 1953.[1]

Sarah married Douglas Folsom, Jr., in 1940. He is now an administrator at the Veterans Hospital in Prescott, Arizona. Since his wife is deceased, Mr. Folsom provided an oral interview in her stead.

Sarah Folsom - County Superintendent

Sarah Folsom ran for the position of County Superintendent in the fall of 1952 to fill a slot for the Republican party with no serious intention of winning the election, but due to her energy, the time that she could afford to give, and her natural ability to campaign, she won an upset victory. Mrs. Folsom continued to upset many people in Yavapai County. She took on the large ranch holders and the railroads in the county and was able to take into the county's tax base their unorganized territory. In her first year, she added 104,000 square miles to the Yavapai county tax rolls for the benefit of education. As county superintendent Mrs. Folsom drew fire for her constant attempt at consolidation of the many rural schools throughout the county.[2]

Sarah Folsom was strongly against progressive education which, in her belief, had weakened the system of education in America. She felt it necessary to get back to fundamentals and she said:

> I campaigned on the fundamentals because I feel that unless children read swiftly and well and with good comprehension by the time they are in the fifth grade, they suffer as if they were mentally retarded... I've seen so many children failing when they have a high degree of intelligence simply because they can't read. They can't do their math, their geography, their history. You can go up and down the courses.[3]

While county superintendent, Sarah Folsom was active in reinstating the phonetic method of reading in the Yavapai County Schools. She was particularly adamant against the textbooks used in the elementary schools. She said:

> No wonder our children hate these

> and in turn hate reading. They build up mental blocks. ..A third of the Russian textbooks is devoted to information...Another third to literature, and the last third to their country. Compare this with ours, boring stories about trips with the garbage man.[4]

Sarah Folsom, while serving as County Superintendent of Yavapai County and also sitting on the State Board of Education ran against incumbent Superintendent W.W. "Skipper" Dick and became the second woman to win election to the office of Superintendent of Public Instruction. She and Elsie Toles, the other female superintendent, were also the only Republicans to hold the state office.[5]

Sarah Folsom and Federal Aid

The first year of her tenure as Superintendent, 1965, was the year that federal aid impacted on states with an influential force. Arizona, under Title I of the Elementary and Secondary Act, was entitled to thirteen million dollars and, according to Mrs. Folsom, there were 44,454 children qualified to receive this aid. Maricopa County alone was expected to receive 4.3 million dollars of federal funds to help educationally deprived children of low income families.

Mrs. Folsom, in spite of her anti-federal aid stand during the election, came out strongly for this federal aid allotment. She said that she hoped the federal aid would help increase the level of education throughout the state.[6]

In reaction to her detractors, Mrs. Folsom replied:

> A study of both the Arizona and the United States constitution indicates that the privilege of educating our children lies within the state. However, if the state won't meet its educational needs, then federal aid should be sought...I believe in these programs...They've been here for years, and I wouldn't abolish them even if I could.[7]

Sarah Folsom - The Mother of Arizona's Kindergartens

Sarah Folsom's major interest, during her tenure as Superintendent, was the develop[illegible] of state supported kindergartens. It was her desire [illegible] the state provide the necessary aid to furnish kindergartens for all children. Previous to this, kindergartens were only established in the more affluent districts. It was Sarah Folsom's belief that if kindergartens could be provided in the low income and culturally different areas, more students would have a chance to obtain the basic skills and become successful in their school careers and good citizens later. Mrs. Folsom had to deal with a legislature that felt it necessary to control educational expenditures. It has been said that due to her emotional lobbying Sarah Folsom offended some of the legislative leaders who effectively blocked the kindergarten legislation that she so desired. However, following her death, and due to the vigorous activities of Senator David Krett, Arizona did establish a state supported kindergarten program.

In an article written by Mrs. Sarah Folsom regarding public kindergartens, she said:

> It was once considered chic to question the need for kindergarten education. But no more...Studies have shown the value of kindergarten education, particularly for children from socially, economically, and culturally deprived families. For them, especially those from bilingual homes, the adjustment to first grade is too great to be made successfully in one step.[8]

Throughout her tenure as Superintendent, Mrs. Folsom argued by letter, speech and newspapers for kindergartens to be provided to all the state children.

Speaking to the Arizona Education Association, Sarah Folsom said of her philosophy:

> ...the essence of my educational philosophy is that each Arizonan, indeed each American, must be educated to his maximum capacity to learn, whether he is to become a doctor, teacher, musician, or bricklayer, or whether he fits into

> one of the categories of exceptional children. And to help children reach that potential, in order that they might enjoy the full measure of their unalienable rights, schools must constantly work to upgrade the quality of their educational programs.[9]

Another important project to Mrs. Folsom was the development of adult education programs supported by the State Department of Education to combat the high level of illiteracy among adults throughout the state. In October of 1965, Mrs. Folsom announced what she called "Arizona's Crusade for Illiteracy", submitting a proposal for spending $383,000 for the fiscal year 1966 for education of those people age eighteen or over with less than a fifth grade education. Mrs. Folsom said in support of this:

> The state cannot afford not to develop its most precious resource - people. Not only is it the humanitarian thing to do but it's also the most economical. It will pay handsome dividends in the form of increased tax dollars and decreased welfare payments.[10]

Sarah Folsom's Many Interests

Sarah Folsom was also interested and supported programs throughout the state to provide bilingual education for the Chicano and Indian students. She supported various cultural programs for the schools throughout the state, using federal funding whenever possible to introduce symphony concerts and art programs to the students. She encouraged the development of Black history studies in the Arizona schools and an appreciation for all ethnic minority cultures to be taught within the schools. Mrs. Folsom made the office of Superintendent an extension of her own commitment to the children of Arizona and their educational needs.

Sarah Folsom Dies While in Office

In June, 1969, while attending an administrators meeting in Denver, Sarah Folsom died of a brain hemorrhage. Shortly afterwards, the Arizona Republic ran an editorial entitled "Sarah Folsom's Achievement". The editorial said of her:

> Once in office, Sarah (whose honeyed Southern accent belied her technical competence) proceeded to turn almost completely around in her educational beliefs. She became the most powerful exponent of federal school spending in Arizona. She was re-elected to the state office in 1966 and 1968, and from all indications would have continued to win re-election as far ahead as anyone could see.[11]

Sarah Folsom had won the support of Arizona's teachers and laid the groundwork for a kindergarten program. Her enthusiasm affected the entire Department of Education and increased awareness of the Superintendency throughout the state.

FOOTNOTES

CHAPTER XIX

[1] Who's Who in Arizona (3rd ed) (Marquis Who's Who 1972-1973, Vol. 1) p. 1035.

[2] Burke Johnson, "Sarah Folsom, Yavapai Educator, a Drawl of Fire" Arizona Days and Ways, February 2, 1964, pp. 24-27.

[3] Ibid., p. 26.

[4] Ibid., p. 27.

[5] Arizona Daily Star (Tucson) September 24, 1964, Sec. B, p. 1, co. 7. October 26, 1964, p. 3, col. 7. November 6, 1964, p. 1, col. 1. November 7, 1964, p. 1. col. 8. November 8, 1964, p. 1, col. 7. November 11, 1964, p. 6, col. 4. December 11, 1964, p. 4, col. 7. The Arizona Republic (Phoenix), January 2, 1965, p. 20. The Courier, (Prescott) July 11, 1966, p. 2.

[6] The Arizona Republic (Phoenix), November 20, 1965, p. 1. November 20, 1965, p. 19, vol. 5. December 17, 1965, p. 17, vol. 1.

[7] The Arizona Republic (Phoenix), November 20, 1965, p. 19, col. 5. The Phoenix Gazette, April 13, 1966.

[8] "Arizona Needs Public Kindergartens", Speech by Mrs. Sarah Folsom (MS in files of author).

[9] Speech given by Sarah Folsom to the Arizona Education Association, Fall of 1966, p. 2.

[10] Mesa Tribune (Arizona), October 12, 1965.

[11] Editorial, The Arizona Republic (Phoenix), June 12, 1969.

DOUG FOLSOM

INTERVIEW

October 4, 1974

Background

Sarah Folsom was born in a small town, Notasulga, Alabama, a town of about five hundred people. It's about twelve miles from Auburn, Alabama, which has Auburn University. Her folks moved when she was in the first grade, I believe to Opelika, Alabama, a town of about twenty thousand now. Then it was probably six or seven thousand. She finished high school there. I think she was the salutatorian of her class. She was always real serious-minded and a very dedicated person. She went on to Judson College, an all women's college, co-ed now, in Marion, Alabama. It's a small Baptist college. She finished in 1936 and then went on to Auburn University, teaching elementary school in the fall and working on her master's in the summer. She had two majors and two minors at Judson. I believe she had majors in English and History and minors in Spanish and French. She then went on to Auburn to get her masters in English in the summer of 1941. She was the first woman that was ever awarded an honorable doctorate from Auburn, in 1966. In 1965 she had been given an honorable doctorate at Judson. They appreciated her and when she died, it hit the news and television back there. She was highly thought of by the educators in Alabama. She knew all of the state school superintendents because she was one. Whether they agreed with her or not, they admired her because she was vocal and didn't mind speaking up for what she believed in. That's just Sarah, you know, she was just a real dedicated person.

I met her at Fairfax, Alabama. She was a year younger than I was but she had finished college a year ahead of me. She was real young when she graduated from college and she was teaching school when we met in 1937. I got my masters in 1942 the year after she did. I went to Fairfax in September, 1937, and that is where I met her. She taught there another year and then went to Lanett, Alabama, to teach. She was teaching sixth grade at Fairfax and Lanett. I believe Sarah had taught a year in a little rural school before she came to Fairfax. Later she told me she was upset with me because she had tried to get the job teaching social studies in high school, and they wanted her to stay in elementary. She thought that she would like high school better. I got the job, and she said later, when we started going together, "I was sure mad since you got that job, I wasn't going to like you at all." I taught in Fairfax two years and then went to York, Alabama, as principal for nine grades. Sarah taught in Lanett one year, and we were married in 1940. The school at York was called an elementary school, but it encompassed the first through ninth grades.

Sarah taught two years in York in the sixth grade. I always thought that Sarah was the best teacher I had ever seen. She had a real concern for kids. In fact there is a young doctor in Birmingham now, we went by to see him when we went back there a couple of times, he said he told people the person that influenced him the most was Sarah in the sixth grade. She was forceful and a good disciplinarian, but the kids really loved her because she took an interest in them and she liked kids. She challenged them where they had never been challenged. She was strong on good discipline and felt that the teacher should be familiar with the subject matter. She tried to stress that.

She had very strong feelings for the colored people in Alabama. She was happy when she made her doctoral address because the first colored person to graduate from Auburn, graduated in that class, a very delightful lady. Sarah was real happy because they took a picture of her presenting the diploma to this lady.

They didn't allow colored people to teach with white people in Alabama when we taught there and she was real happy when they did allow it. She always said two races can't live together with one being in abject slavery. She used to get into some good arguments with some of those Southern superintendents. She always held her ground, you know. She just felt real strongly about this. She was so concerned for minority groups. She felt that a lot of them weren't getting an equal share because they couldn't read and hadn't been given the opportunities they needed. When she was County School Superintendent her strongest supporters in the election were the minority groups.

The County Superintendency

A fellow came around, Dick Martin, the president of the County Republican Committee and said they were looking for somebody to run for County School Superintendent. Her name had been mentioned, and the group was just hoping that she would run. If she would run, the group would pay all of her expenses. Of course, I don't think they expected her to get out and win. They expected her just to fill the ticket. She had gotten interested in club work here and was concerned about a lot of the kids, especially the Spanish kids who weren't getting proper medical care, and she walked around with handouts written in Spanish and English to people who were meeting, to tell them about the Well Baby Clinic. After she got that started, she became well known because of the work she had done in this endeavor. She never thought about any public office at that time. I think the County Republican Committee gave her $500 and told her they would pay all expenses, they hadn't expected her to go all out and spend $1,500.00. Well, we had to pay, but fortunately she was elected. We would have been in a real fix if she hadn't. The salary was $3,800 in 1952 but it was raised to $6,000 effective the first of January when she took office, as County School Superintendent.

When she ran here (Prescott) in 1952 she had a tough race; there were registered four to one Democrats. At that time, some of the folks that supported her told her they felt sorry for her because she was so dedicated but didn't have a chance. In 1954 they really went all out to defeat her but she won by a bigger majority than she did in 1952. In 1956 she had a lot tougher race because they ran a local fellow who had been principal of the high school here. He retired and they ran him against her; and he nearly beat her. She won by about forty votes. Everytime she ran she had a real struggle, but she had such dedicated followers that they really stuck by her. Of course, she was a worker. She said she wore out ten pairs of shoes in her first campaign. She walked the county over door to door and gave out about 30,000 pieces of literature. People were convinced that she was a dedicated person and so they voted for her and she did a good job.

When she ran the first time, she took note of the fact that there was over 2,000 square miles of unorganized territory in this county which was nontaxable. She fought some of the big ranches and railroads for this unorganized territory. She told people she would work to get this unorganized territory into school districts if they would elect her. She had to walk a lot of petitions around districts to get the required number of voters in the district to vote that they wanted this unorganized territory. She had to walk the petitions around because many residing in the districts had friends who had ranches, and friends who were railroad people; but, she got enough to sign them to get the Board of Supervisors to act. A representative of the railroad and a former County School Superintendent sent her a big bouquet of roses congratulating her on all this. I guess he figured if he buttered her up, she wouldn't go through with it. After she presented the petitions before the Board of Supervisors to be acted on, he hit her office that day and he was real softsoaping saying that she was going too fast and that she had better give people a chance to study this thing. She said, "It's been studied too long, it's something that should have been done and I'm going ahead with it." He stomped out of the office telling her the Santa Fe Railroad would spend $10,000 to beat her the next time if she went through with it. This was a lot of money in the county at that time. She said, "Im doing what I know is right," and she won by a bigger margin than the first time, and she got every bit of unorganized territory in. This was probably the most controversial thing she did.

Some of the people that fought her most vehemently turned out to be her best friends when they saw how dedicated she was. I know one of them is a big rancher **who lives near Prescott.** He had a lot of money and he told the people, "I'll run every goddam cow I got out of there, and you won't get any taxes." Sarah told the people that, "He is bluffing, he's got no where to run them", and she said he ought to be paying taxes on those cows. He turned out to be one of the best friends she had. He seemed to change his mind completely about her when he got to working with her in school matters.

She got into a lot of fights as county

superintendent over consolidation of school districts. In fact, she had a burning desire to see the Verde Valley consolidated. There was Clarkdale and Cottonwood three miles apart with two high schools and neither one of them a big school. She thought it was ridiculous, so she tried to get them together. She accomplished it, but she lost a lot of votes until the people realized how much better it was to bring their kids together to get a better education. In addition, it didn't cost as much. The main thing she was concerned about was a real good education for kids. They first consolidated into Mingus, and now they have a big school over there in Cottonwood which is really the most logical place. It was not a bad move at all, but she lost votes over that and a lot of folks were real bitter towards the school. After the school had been in operation three or four years, they thought it was the greatest thing that ever happened.

I know she consolidated one small district over there with Cottonwood. It was a little one room school two miles right out of town. They put a big ad in the paper saying, "Have the communists seized our schools?", naming Sarah and Doctor Nance who was on the school board, and Fred Lewis, Cottonwood School Superintendent. Mr. Lewis sued and tried to get Sarah to join suit with him. He called Sarah and wanted her to join suit, said it would strengthen the suit if they would all sue this fellow because he called them communists. They were trying to consolidate to get rid of a very small school. This fellow later told Sarah he got a lot of money out of it. She told the Attorney, Sam Head, "I would defeat what I am trying to do, it would look like I am greedy to join a suit just to get money out of this man." This fellow they sued became a good friend of hers. He came over and all she asked was that he retract his statement about her being a communist in the papers, in the same size type. He was happy to do it. She said, "That's all I want, just for you to retract it. I don't want any money out of it."

The State Superintendency

When she was running for State School Superintendent, "Skipper" Dick (then Superintendent) tended to label her a John Bircher, and she would threaten him with a suit. A lot of right wing extremists attached themselves to Sarah because she was for quality education and for using the tax dollar appropriately. They misread Sarah. When she got in and wouldn't go along with them, they told her she was a traitor. They told her that she was not a Christian and was a traitor to the cause. They called a special meeting of about seven people. She wanted me to go with her. It was on a weekend, and I went. They were really hard on her. After about an hour of harrassment, I just turned and said, "Honey, you don't have to take this. They are trying to tell you that you should name this person and that person. I would just tell them goodby." We got up and left. Maybe I shouldn't say this, but I still think a lot of that worry contributed to the brain tumor. (Sarah Folsom died in 1969 due to a brain tumor.) The neurologist didn't know what caused it. They did the autopsy in Denver, and he said that she had probably been born with this tumor but it had been silent. It had just become active, probably in the last few months. It was one of those things that just moved real fast and they didn't know what caused it. I think all the emotional stress that she went through had a lot to do with it.

She thought Skipper Dick had put a lot of his politicians in there who didn't know a thing about education in Arizona. He had some strong men, and he had some awful weak ones too. She weeded those out when she got in there. Skipper Dick wouldn't let her in until he left office. One thing her supporters wanted her to do was some wholesale firing to put Republicans in, people who believed just like they did. She said I am going to have to see what type of job these people do.

Sarah got real concerned about the Communist threat in the country, but she was not an extremist or hard line anything. She was just dedicated and really concerned about Communism and she was afraid of it. She was just dedicated to good schools, and that was the only thing she was concerned about. Her major purpose was to see that Arizona got the best schools possible with the funds that were available. She would vote for a Democrat if she thought he was the best person for the job. In fact, she told me about three Democrats that she voted for. She felt that Goddard was really dedicated to his job and that he was concerned for the kids. She never felt that Williams had this concern. He would never ask her to recommend anybody; but she would recommend people when there was a vacancy on the board and he would just ignore it.

She liked Governor Fannin. I think his views were a lot more conservative than hers. He appointed her to the State School Board, I think mainly because she was opposed to using federal money. She felt it was dangerous, but once she got on the state level and saw how this could be used to improve educational instruction in Arizona, she began to accept it and spend it wisely. She tried to get more of it and that's why those John Birchers said she was a Communist and that she was a traitor. She said she expected it and thought it would defeat her. She was convinced that this money was needed in Arizona and could be spent properly. We got a lot more back from Washington to spend here than we were sending. Because of federal aid, she saw a lot of programs implemented for remedial reading, art, and music and other areas where there was a dire need. She felt like there was a little too much control from Washington, but she said you have to have guidelines if this money is not going to be just used as a political football. She said that most of these controls are built in, controls that were needed to keep people from being dishonest with the money. When she thought there was a little too much control in certain areas she would get in touch with Washington, some of the key people, and talk to them about it. She didn't mind calling and talking to top people up there in Washington. They liked her in Health, Education and Welfare, because she would call them and talk to them about some of the guidelines that were a little too rigid, and they would see what they could do. This was the only way that she felt she could get things done; go right to the source and try to do something about it.

She ran three times, the third time they didn't even bring out anybody against her. She had a free run. A lot of them would have liked to have had an opponent for her, but they figured they couldn't beat her. She had won over nearly all the Democrats. We would go to meetings and Democrats would say we are trying to keep anybody from running against you because we like the work you are doing down there. We don't want you to have to get out and have a fight because we want you to keep doing the job you're doing. They thought that she should have been a Democrat. Dave Palmer was the County Attorney here three terms when she was in the County School Office. He was a Democrat and fought on her side just like it was a personal battle, because he believed in those consolidations and getting this unorganized territory. He felt it was his own battle. He said, "Sarah should have been a Democrat. Her ideas were more Democrat than Republican." Actually she was a very non-partisan person. She had changed her party affiliation and ran because they (the Republicans) agreed to pay her expenses. She said, "I don't think the school office should be a political office, and I don't think we should have to run on a party platform". She also felt very strongly about a two-party system. The first time she ran, there were four Democrats to every Republican in Yavapai County. At first Sarah felt the State Superintendent should be appointed, until Governor Williams began to fill the Board with people who were opposed to most of the things in education that she felt strongly about. They would have been the ones to recommend the person to be appointed State School Superintendent so she said that it would be a mistake to have the State School Superintendent appointed. If the Governor is opposed to good education, he will fill up the Board with people who have like views to him if he stays in there two or three terms.

When Sarah went in there, she sought real good people. Ralph Goitia was one of them. He was her chief deputy and was real dedicated to the things Sarah stood for. They had disagreements, of course, but I mean they had the same basic philosophy. She talked him into taking the job because she thought he would do an excellent job. He was in Cottonwood, and she thought he was a very strong superintendent there. He not only had a real good personality, but he was a good administrator.

Kindergartens

She had some real strong supporters and some real strong opponents in the legislature. One of her strongest opponents that she liked personally, and who seemed to like her a lot too, was Harold Giss from Yuma. She had a lot of respect for his ability. He was a worker and knew what was going on; but, she really scrapped with him over this kindergarten situation. She thought most of them (legislators) were opposed to it because they only saw what it was going to cost. She saw what it would mean to the kids. Kindergarten was real vital as far as Sarah was concerned. The districts that had it were for the most part wealthy. Where they needed it the worst, in the bilingual areas, they didn't have it. That was her major concern. Prescott had had it for years. Our kids went to kindergarten and it was a real important step in their educational learning. She didn't realize how badly needed it was until she got on the state level. She worked closely with areas like Guadalupe and other school districts all over the state. Some of these areas didn't have enough tax base to support kindergartens. She just thought that the state should finance kindergartens for every kid. If the local district couldn't support it, then the state should supplement it with money. David Krett worked along with Sarah and was one of her strongest supporters. He carried on after her death because he was working with her trying to get this through.

She just had a real burning desire to get kindergartens and everytime it wouldn't get through it would really upset her. She said she felt like she was batting her head against a wall. I didn't know anybody that wanted kindergartens like she did. She just felt that it would mean so much to the kids for them to get this experience. She felt that the kids weren't getting it, the ones that needed it the most. I would say that would be her greatest disappointment. When it was passed, finally, I said, well, if Sarah had known that, she would have been really happy.

Changes in the Board's Appointment and Power

Sarah was such a real lady in addition to being a real fighter when she had to be. She had the knack of knowing how to get things done. She pushed through a lot of needed changes down there. Sarah said that the state office didn't have power. She was always concerned that anybody could run for State School Superintendent. She thought that they should have some administrative experience and surely some good educational experiences and degrees. A lot of them running for office didn't have anything in the way of needed experience. To be a good Superintendent you have to have some educational background. Sarah tried to push through some legislation to make candidates have some real qualifications. The State Board of Education was trying to tell her how to run things. She said she was elected by the people of Arizona, and she thought that she should run the State School Office. But they were trying to exercise too much control over the office. They stymied her at every turn. She felt that the State Board had too much control. She thought they should be more advisory.

The greatest thing was that she improved the image of that office and got support of the educational profession. Of course, that was the thing that put her in bad with some of her right wing supporters. They thought that the educational profession was controlled by leftists I know that she was real proud of the fact that people in the field of education were her supporters. I know, I ran into a lot of them. She was proud of this fact that people in the field of education had a real feeling for her and her work. She was only concerned that the kids got a good education, and that they got their fair share.

HELOISE BLOMMEL

INTERVIEW

September 13, 1974

Background

I was born in Middletown, Ohio, and raised in Detroit, Michigan. In 1957 my husband, William, and I moved to Arizona and in 1962 I started working as a secretary in Governor Paul Fannin's office. In January of 1965, when Sarah Folsom took over as Superintendent, she asked me to be her secretary. After Mrs. Folsom's death in 1969, I continued on as Dr. Shofstall's secretary. My daughter, Diane McCarthy, is a second term legislator in the Arizona House of Representatives, and my other daughter, Denise Blommel, will be graduating Phi Beta Kappa this year from the University of Arizona and will then enter law school.

Sarah Folsom the Person

Sarah Folsom was very much a lady. She was the typical Southern Belle, and I used to tease her and tell her that she was born a hundred years too late. I could see her as Scarlett O'Hara. She had a very interesting family. They lived in Alabama where her dad had quite a large ranch. Her mother was a typically Southern lady, and she was a tiny little thing. Sarah had three brothers and two sisters, I believe, and they were all educators. By the way, no one of us ever called her Sarah --- she was Mrs. Folsom. I would like to write a book and entitle it "Now We Can Call Her Sarah". She was a very delightful person but she was moody, as is common for people who are extremely intelligent.

She and Doug had two sons, Jimmy and Larry. Doug, her husband, was very much an athlete and wanted those boys more than anything else to be athletes. She and Doug came to Prescott because of the older boy's health. They came out to Prescott, and she taught up there for a while; then she ran for County School Superintendent and held that position for quite some time.

Minority Education

She had no prejudices whatsoever. She got along beautifully with children. She loved children, and they had a very natural feeling towards her. There was never any animosity when she went to a school. The children just flocked around her. She had the same rapport with all ages. No one could turn down those great big brown eyes she had. She had the most beautiful brown eyes, and she used them so expressively. In regards to minorities she wrote a pamphlet on famous Black people. It was very well done, how they could be so proud of their race because of what they had accomplished, what their leaders had accomplished. She always tried to make the minority children feel very proud of their heritage and told them that they should never turn their backs on it.

She's the one that approached the legislature and wanted to have a Spanish, or bilingual teacher in every classroom. And she thought that Spanish should be taught in every classroom, because we live so close to the Mexican border. Sarah was also very concerned about the Indian children. She felt that they should have equal opportunities.

Federal Funding

When she first came in 1965, the only federal funds that came into our department were for vocational education, vocational rehabilitation, and NDEA Title 3. In fact she campaigned on the issue that she would not accept federal funds. The papers said that she was a Bircher and all the Birchers were supporting her. Her enemies said that she would burn all the books when she got in. But she was a middle of the road conservative like a lot of us are.

In June of 1965, we were first told that massive federal funding was available for education. At that time it all came through the governor's office. She was on the rope, let's face it. After all, her campaign background was definitely anti-federal funds. But six months in office had shown her that there was no way, no possible way, that these children could get the necessary education from the state funds without the addition of the proposed federal funding.

I remember the first things that we ever got in were overhead projectors. It's a little simple thing. But it's something that would mean a great deal to a small school who had no equipment like this and no funds to pay for equipment. So her philosophy was, if we have to accept federal funds, let's take the money, but let's use it wisely, not squander the money on administration, not go out and hire fifty people right away to use up the money quickly. She tried to allocate these funds wisely. Sarah was deeply criticized by her former friends who backed her in the election. In fact, some of them had a luncheon one time and really tore into her for accepting federal funds. But quite a few legislators came to Sarah's defense and strangely enough they were Democrats.

Taking Over From "Skipper" Dick

Skipper Dick had been in this office for six years previously. He was a Democrat and he made no bones about it. There was no such thing as bipartisan as far as he was concerned. He would not let us in until January of 1965. Sarah had to go to the Attorney General to get a copy of the budget so that she could see it before she took office, because she had to present that budget in January. She was a Republican and it is hard to explain to people the feelings in this state and how the Republicans and Democrats were strongly divided.

Skipper Dick had his flower fund which was the first thing to go. The flower fund was a certain percentage of each employee's salary of each month which had to be paid to Skipper Dick for his campaign. Also, in the spring he had a big golf tournament for the superintendents and principals, and he really put on a blast for them. That all came out of the fund, although his employees were probably as underpaid as any in state government at that time. I think their girls made $350 or $300 a month. It has always been an underpaid job. A lot of the critics of the office will say, well, there are side benefits, well believe me I have been here ten years and I have yet to see a side benefit.

Public Relations

The whole complexion of the State Board was changed and in 1965 we started our new system. The legislature changed the complexion of the Board so that it would have one county school superintendent, one public school superintendent, three lay people, one university president, the Superintendent of Public Instruction, and a classroom teacher.

It was extremely important to Mrs. Folsom that the children have the opportunity to learn and be treated equally. She was very much interested in adult education. She pushed this to its extreme, and every year when they had their adult education graduation over at Phoenix Union High School, she would go and present their certificates.

She was able to get a lot of things done, but she did not have good rapport with the legislature. She would appear before the various committees of the legislature but she did not get their cooperation. Maybe it was the type of presentation or maybe the way she gave it to them, I don't know. Maybe it was her staff that did not properly prepare the background for these things. As you and I know, with the legislature you have to go in prepared to the subcommittees and the committees. You lay the groundwork, and you lay it well. You do it the very best you can. She was inexperienced, especially in her first term, and she had a lot of new people. I don't think things were well presented. The legislature didn't like her. We had a Democratic legislature predominantly and it was the year Goddard was governor. So she had a completely solid Democratic State Board. She was the only Republican on the State Board, but I would say that her rapport with the State Board was good. Mr. McClennen was the first president of the Board. He was an attorney and was a tremendous person. He helped her a great deal.

Her biggest thing, of course, was the kindergartens in the schools. There is no doubt about it, she was the one responsible for kindergartens in our schools today I think she probably was the first one to bring art, an awareness of art, the importance of art, and the humanities into the public school system. She loved the opera. She loved literature and was an avid reader of good books.

RALPH GOITIA

INTERVIEW

November 8, 1974

Background

I was born in Flagstaff, Arizona in 1928, and attended elementary and high school there. I enrolled at Northern Arizona University when it was Arizona Teachers College, for one year. I hurt my back and as a result had to transfer to Tempe for the warmer climate because arthritis was beginning to set in. I completed my Bachelor's Degree there. I graduated in 1952 from Tempe and taught until I was drafted to serve in the infantry in Korea. I was later assigned to the Army's Educational Office in Tokyo. I then returned to the States and back to NAU where I did my master's work and then taught two years in the fifth grade. I went to Cottonwood in 1959 where I was the Superintendent of the Elementary District.

In 1964, when Mrs. Folsom was elected, she asked if I would come to the State Department as Director of her Elementary Education Department. I turned her down three different times, so on New Year's Day she called me to

Prescott. My wife and I both went. In the meantime, Lewis MacDonald of Northern Arizona University, who is the greatest guy in my book, had come down to Cottonwood to encourage me to go back to Flagstaff for my Education Specialist Degree and then to the University of Arizona for my doctorate. This was pretty well set and I had notified the Board that I would not be back the following year, but in the interim Mrs. Folsom prevailed on me and I joined the Department as Director of Elementary Education.

The Superintendency Under Folsom

Those first months in office were pretty hectic. Many of the files were gone and mail had piled up. I spent the first two months answering correspondence. Mrs. Folsom was out of the office quite frequently so someone had to answer her mail. Her secretary, Heloise Blommel, and I would get together in the morning and late at night and answer her mail. Eventually Mrs. Folsom asked me if I would be her Assistant Superintendent.

I had a good understanding with Mrs. Folsom. She understood that I was not politically informed, and I had no political aspirations of my own. I informed her I had no intention of circulating petitions, or raising funds, or doing anything but working in the area of education.

Incidentally, Mrs. Folsom agreed that I could attend school as long as I put in a full day, and it was more than full days that I was giving the Department. The newspapers were critical of me and someone else for attending school. I suggested at that time to the newspaper reporters that they check the log at the capitol after 6:00 p.m. The log reflected pretty well the number of hours that we were working.

Mrs. Folsom understood that I was not interested in getting into politics and never asked me my political affiliation. I was Democrat; whether she knew it or not, I don't know. I really believe that this was one of the finest points that Mrs. Folsom had. I think she had a mind of her own and didn't place the party above the State Department, or what she believed was right for kids. I recall one situation when the Director of Vocational Education, called me in to ask me if I had seen a list of appointments that should be made that had come down through the political hierarchy. I said no. Apparently he had been pressured to hire two people in the Yuma office. He asked me if I would take it to Mrs. Folsom. It was pretty hard for the staff to get to Mrs. Folsom in those days, and I was her go between. She informed me to tell him that if the people looked all right, to go ahead and hire them. He did, and he came back to me about three months later and said, "Ralph, those two people are not working out." I suggested that he fire them because at that time we did not have a merit system. I went in to see Mrs. Folsom as soon as I could after that. Her reaction was pretty typical. She called this Director in and told him that she did not expect to follow any recommendations from the party from then on. She was really her own person.

Mrs. Folsom needed experience in some areas of administration, as I perceived it. If she talked to someone, for example a science teacher, and that person came over very well with her just chatting, she always had a tendency to offer that person a job. We had a couple of very bad incidents in this regard when I and a young fellow by the name of Chick McDowell, who later went to work with Senator Fannin, were pretty well handling all of the hiring and firing. Once Mrs. Folsom had hired and I later fired, a fellow who subsequently ran against her.

On the hiring aspect, she did in some instances tell people that they would have certain things if they came to the department to work which we really couldn't produce. I'm sure that she was just over-enthusiastic. She wanted to get things done for kids. She was a very sincere woman.

She was not in the office as much as she might have been, not that she particularly loved to travel, but she did try to do quite a bit from her home at Prescott. It made it pretty tough because we were a growing department. Title One had just come in which was really a big job. We had no guidelines, and it was really hectic. We were understaffed. The funds had not come in and we were supposed to be developing proposals and setting priorities. In many cases a decision would have to be made by me and in some instances later reversed by her, which brought us into clashes sometimes.

I always knew where I stood, and I'm sure that she did too. I was amazed at her ability to be gone for periods of time and come back and know what was happening. Like anyone else, she had faults, and one of her faults was that if someone disagreed with her violently, she never seemed to forget it. The agreement that we had, that I continue going to school, was never broken, even when the newspapers were hitting us for it. She always kept her promise to me.

Title Five Summer Camps

The federal government decided that some of the Title Five Funds, a very small percentage, about ten percent, should go to district schools, to do the same thing at the local level. Mrs. Folsom realized that that was not enough money to be significant. I think about $10,000 came out of this for the entire state. It didn't make a lot of sense. She organized three school districts, I think Chandler was one, and told them to get together and form a summer camp for mentally retarded children. I didn't think it was the proper expenditure of funds and I refused to sign any vouchers, or any papers on the program. I don't really know who did sign them but the program was successful, and she assembled a group of special education children to attend the camp for a week on a rotation basis. She went out and obtained free clothing and food. She was that type of person, a real caring and concerned person. I don't think you would find a finer person. I had nothing but respect for her. She would go out to rural schools and take samples of textbooks with her that we had in the department. She would take whole boxes, just take them out and give them to the kids; she did this all the time. The camp for mentally retarded children was important to her. She thought that many children in special education would never get an opportunity to go camping and get out in the pines. It was just her outgoing concern. Now when she got on something she really let go. I tried to discourage her on this camp primarily because it was a situation where we were already bogged down in the department. We didn't have the funds for someone to run it, so she would go out and ask people if they would do it for free. She had no reservations about doing it. She had no reservations about going to bread companies and saying that she needed x number of loaves of bread every day and she would get it, pop and milk, clothes and sheets, you name it.

Kindergartens

She is the first Superintendent that I am aware o in this state that placed a heavy emphasis on early childhood education. I regret that she couldn't muster the political clout that she needed to get it done while she was still alive. I don't think one speech went by that she didn't mention kindergartens. She was a strong believer in them and mothers particularly felt that she was the only one that was doing something to try to bring about state support for kindergartens. I think Mrs. Folsom basically believed that in kindergarten you could begin to teach kids how to read. I recall that after I had signed on with this district (Phoenix No. 1) she said, "Ralph, you have no idea of the problems that you are going into, the reading problems." She would always relate this to an absence of kindergartens. She related a lot of the problems, beginning problems, particularly in the area of reading, to the lack of pre-school programs. She would have agreed with many of the psychologists that are now saying half of learning takes place between the ages of birth and five. I think this was the reason she was interested in kindergartens.

Consultants

I could see some real problems in the hiring of consultants that would go out and help teachers and the kids. I think that Mrs. Folsom sincerely thought these kinds of people would be effective. I argued that they would not be effective. I don't think that you can have two or three people in Phoenix running into a school district, let's say Cottonwood or Prescott, and assemble teachers for a one-day workshop and come in there and hit them. It's the worst kind of consulting that can be done. There is no way for them to sit in and analyze the situation, there's no followup, there's no way to test kids to find out if it makes a difference. A consultant can be the most dangerous thing in the world, and it's the most wonderful job in the world. If you have a relatively small district like Cottonwood or two different schools in Prescott, and you concentrate with a consultant who is going to stay up there for two weeks and is going to watch the teachers work, then he will help them. I think then you can bring about change. Change in teachers is not brought about by going and having one-day workshops.

Operations and the State Board

The State Board was reconstituted in 1965. Prior to that very few board meetings were being held. They were held by law, and I guess they might have had some special meetings. It kept on functioning as a nonentity. They would make approvals and sit through the university reports on classes and their curriculum. It was not a highly structured type of situation.

We were always running late on the expenditures of funds primarily because of a lack of guidelines. A lack of direction from the Federal Government was the problem on many of these programs, so we were really flying by the seat of our pants. We were trying to rent space and get into things that no one on the staff thought we would ever get involved in. Those were real hectic years. The Board at that time did not clash directly with Mrs. Folsom because I think that they could see we were all running all day long and still not keeping up with it.

We didn't have a Personnel Director in the department at that time. With the number of people that we were hiring, we should have seen the need for someone sophisticated in interviewing and selecting. Later we hired Don Stone who was a retired high school principal and a real fine gentleman. We not only gave him that job but a few others too. I really don't know if we were always hiring the best kind of people. The salaries were rather pathetic. I think Mrs. Folsom's was something like $12,000. I know that shortly after I became Assistant Superintendent, I was making more than the Superintendent which doesn't make too much sense. It wasn't too long after that that the directors were making more than she was. We did have problems hiring real top notch people for the department. I think that improved considerably when the merit system came in.

We didn't really have controversial things come up because we were too busy just implementing the federal programs. The knowledge of bringing about change didn't exist in the state department then. I certainly couldn't say that I had the expertise of a person who knew how to bring about change within the department; but, I reorganized the department and some people had to be shifted in responsibilities, but it was a very superficial thing. It wasn't an indepth thing. My own experience had been in a small school district where I think I had a successful experience but not to compare to the growing problems of the State Department. We were spread all over town; communication was a bad problem, so things would happen that we didn't have control over. We were always understaffed and at that time, there was only Mrs. Folsom and myself. Mrs. Folsom was out of town quite a bit, so I could not possibly keep up with that many divisions plus run the department, answer the mail, and do all of the letter writing that came into the department.

The problem with Mrs. Folsom and the School Board developed particularly the last three years and was almost to a climax at the time of Mrs. Folsom's death.

There began to develop more interest on the part of the Board to strengthen the State Department. The Board began to feel a lack of general administrative capabilities and general lack of direction. Mrs. Folsom had some very serious family problems at that time. There was some family illness which really tore into her to the point that it was probably the hardest thing that she ever faced in her life. It was a sad thing to see Mrs. Folsom's condition. We really didn't have time to sit down and see where we were really going with the department. The Board became more and more concerned about this. They had scheduled a meeting with the Governor to try to see what could be done about appointing an executive officer for the State Department. Sarah Folsom got wind of the meeting.

I was in a very bad position because I had the confidence of both the State Board and the State Superintendent. It really came down to the wire. I don't recall all the reasons why the Board was beginning to feel uneasy. We were in a state of flux at that time, and I am sure that they realized that we had people within the department that weren't producing so that the department was generally ineffective. The Board's position was that they should hire an administrator that would operate at the discretion and will of the Board. Two people approached me from the Board to see if I would be that person. I told them that I could not, that my loyalties had to be with Mrs. Folsom, although I understood what the problem was at that time. I also could not accept the position because they were in fact creating a dual-headed monster. They were saying that the Superintendent would then be hung on the wall, that she would publish the reports and do the things that were in the statutes, but that the State Board would run the educational program for the state. I could see a real dichotomy and some real dangers in that.

I remember at one executive hearing they came within a hair's breath of telling Mrs. Folsom what they were going to do, but they didn't. A meeting was scheduled in Mrs. Folsom's office. Mrs. Folsom asked me to attend that meeting, and I am not sure but I think the other group asked me to attend also. They sat down and started reviewing on a very friendly basis knowing that this was going to be the day that Mrs. Folsom was going to be told. As a matter of fact, a job description had already been written up for the person who would take this job. I would say that it was about two weeks before Mrs. Folsom died, when this meeting took place in her office. It couldn't have been much more than that. Hints had been dropped to the point that the job was very strenuous for Mrs. Folsom. At that particular meeting they were right at the point where they were ready to say to Mrs. Folsom that they were hiring someone that would be responsible to the Board. They were going to carry out those portions of the law that the Board must carry out. I will never forget that Mrs. Folsom got up in front of those four or five men in her office and said, "Excuse me, gentlemen, I have another appointment," and she left. I am almost sure that she knew what was coming. I don't think I have ever been in a more strenuous position because my loyalties belonged to Mrs. Folsom. They were going to say here's our State Superintendent, she can cut ribbons, and she can print the guides - which were a total waste of money - and she is going to do these other little things and we are going to run the State Department. That's basically what they were getting ready to tell her at that precise moment, but when the words were ready to pop out, she left and we were all flabbergasted. We all sat there. I think they respected Mrs. Folsom in many ways, but they felt it had to be done.

A week later, we had lunch together. I think it was Don Stone's birthday and several of us from the office, about ten of us, had lunch that afternoon. Mrs. Folsom had to go to Denver that day, but she had a bad headache. She died while in Denver. We had some inkling before of this. She kept complaining about dizzy spells to me, and I am sure to some of the others that were close to her. I recall one day in May, she called me on Friday at home and asked me if I wouldn't go to Grand Canyon to deliver a commencement exercise speech that night. She said that she had started to leave and had gotten a bad dizzy spell. This started to happen more and more frequently. She would complain about dizzy spells and would have her teeth checked and her sinuses, but they just couldn't come up with what was wrong, so I think in retrospect that this was starting to get to her. I am sure that the pressures were building up. I still feel fairly sure that she knew what was happening and that certainly didn't help matters any.

I think we found a weak State Department when we came in and I think you would find a weak State Department when we left. I am not saying that this is all Mrs.

Folsom's fault, a lot of it was my fault too, but her emphasis on kindergartens, venereal disease education and vocational education was important. I think she did have an impact on the state, a lot of mothers in particular knew who Sarah Folsom was, and what she stood for, because she made no bones about it.

Status of the State Board

The State Superintendent of Public Instruction in this state is virtually powerless if he doesn't function with the Board. There is one hold that the State Superintendent has over the Board. The State Superintendent must recommend to the Board those to be employed. The Board can't go out and hire anybody. That is the only power that the State Superintendent has over that Board. Other than that, the State Board is the one that has the power in this state. This is why the State Board at the time had to get at Mrs. Folsom in some way not to threaten her directly. The State Board cannot simply say that it's going to go out and hire a person to be its director, etc. The Superintendent can say I don't recommend it.

I had felt that the Board should be appointive. I did a study while I was in the State Department on appointed versus elected State Boards. The research I obtained concluded that appointed state board members were better and more knowledgeable people generally, than those elected. In view of what has happened, I have changed my mind about that and I think that the State Board would be better elected. I have seen what this State Board has gone through with one Governor having appointed all of them. There is no doubt that the Board has been stacked to the point that it can become dangerous. In 1959-60 when Arizona went from a single adoption to a multiple adoption for textbooks, between 250 to 300 people were involved in this and today there are only twenty-seven people. It won't be long before nine Board members select all the textbooks for the State of Arizona. This is the trend of this Board. I have tried to point out to the Board that if it works for you today, it might work with someone later who might say that we will have no phonetics, no American history, and that we are going to teach sex in all the schools whether you like it or not. I think that if this Board would right now be up for vote, some of them would be soundly defeated.

The State Superintendency

I would say that seventy percent of the people who vote for State Superintendent don't know what the State Superintendent does, or what his platform is.

I would like to see some qualifications placed on that office. Somewhere along the line you have to develop requirements for the office. I think a person has to be well grounded in learning principles. More than anything else the person has to have the ability to work with that State Board if we are going to leave the structure the same way as it is now. More importantly, a Superintendent has to develop good strong rapport with the legislature. Education has to be sold to the legislature, and if you get a Superintendent that is strictly a textbook oriented person, I think you are going to run into a lot of problems.

I'm convinced, with the salaries that the State Department is paying today, we can get good administrators to run the functions of the department, and develop accountability for the department. I'm not really concerned if that person has a Ph.D, with ten years in the classroom or five years as a principal, or ten years as a superintendent. I really don't think that you need that kind of capability. I think that it is important that they understand the problems of the classroom, the problems of the rural school, and the problems of the intercity school. It becomes more of a human relations ability on how you communicate with the public, with the legislators, and with the State Board. We need the kind of fellow who knows how the legislature operates and who speaks for education. I really felt that Sarah Folsom spoke for education. I think it was in a limited vein, because she had certain pet things that she wanted to bring about.

She did not relate well with the legislature and she would sometimes antagonize the legislature. We used to have some problems with Mrs. Folsom because when we would appear before the Senate Finance Committee and the House Finance Committee, she would always end in a clash with them. I recall one year finally telling Mrs. Folsom to please let me and the Director of Finances go to the legislature and make our own pitch. The only reason she let us go was because she had to be out of town and they wouldn't reschedule the meeting.

On the other hand there was not one thing bigoted about Sarah Folsom when it came to Blacks, Mexicans, or Indians as far as I could tell. For someone raised in the South you would think that she might have some racist tendencies, but she didn't. Mrs. Folsom knew that I was Mexican and she hired me.

Sarah Folsom was elected on an anti-federal aid ticket. She had always said in her talks that we should not have federal aid if the local school districts could put on the kinds of programs that they wanted to without it. I don't think it would have been Mrs. Folsom's prerogative not to accept Federal aid if the State Board had told her to accept federal aid. She was always trying to get as much money as she could for education.

At the time of her election the party had formulated certain changes in the Department of Vocational-Rehabilitation and Vocational Education. Mrs. Folsom related to me personally that the party had told her that after she got in, she had to get rid of certain people. She refused and I think that that was the beginning of the breakdown with the party. I don't think that she could have resisted the pressure that was about to come with Title 1 with 11 million dollars for the schools of this state.

I believe she would have supported an elected Superintendent. I think that would have been her feeling at the time. Her relationship with the Governor, of course, was not good. We had some bad scenes and the Civil Defense Department came under a lot of pressure at that time. I spent a lot of time investigating people who claimed that they had taught courses in civil defense. There was a lot written, and the director was fired. We met with the Governor several times and the Governor told us that this was just a tip of the iceberg and that the whole Department of Education was crooked, and of course, I resented this and told him so.

When Mrs. Folsom passed away, the Governor was caught in a pretty tight spot. The Governor was up against a real hard spot because he had to appoint me as temporary State Superintendent, and in his heart he didn't want to. He was afraid that I would want the job permanently and that once he made the appointment he couldn't fire me. In order to make the appointment for payroll purposes he had to give me a letter appointing me. I remember very vividly two Board members, who were good friends of mine, came into the office and told me, "Ralph, what do you think about giving a letter of resignation before the Governor appoints you?" They felt real bad about it. My first reaction was to tell them to tell the Governor where to go and find somebody else; although, the Attorney General had ruled that I was the only person that he could appoint. I am sure that if enough time had elapsed they would have found a way around it, but it was critical because the payroll hadn't been signed and somebody had to do it. By that time I had signed a contract with Phoenix No. 1 which started at $21,000; I think the State Superintendent's job paid $15,000. The Governor thought that my ego was bigger than my need for money at the time, and that I would probably want to remain the State Superintendent. We called in my secretary and dictated the letter to her. I am sure she felt that this was a hell of a note; here's the guy writing a letter of resignation before he gets appointed. I gave them the letter at 2:00 in the afternoon; I think the announcement was made at 2:30 over the radio.

I think the federal money had an impact on the relationship between the Department and the schools, primarily because the funds had to be channeled through the department. The staff grew by leaps and bounds but we were still understaffed. I remember we had one Director for Title 3 and one secretary. At the time they did not have federal money designated for administration. As the thing grew, we rented buildings all over the place and tried to get as much staff as we could.

I think that even today the general attitude of administrators toward the State Department is that it does not provide adequate services. While I was with the State Department, I could offer nothing to Phoenix Elementary No. 1, because they had better people, they had more people, and they knew more about their problems. No. 1 had a science consultant that we couldn't even afford to hire at the State Department. If you study the history of the State Departments of Education in general, you find most of them weak up to the last few years. Now some of them, particularly California and Florida, are beginning to show leadership roles. But basically they have been weak, and they have been ineffective, and they continue to be weak and ineffective.

Besides dispensing money and writing a bulky report to the Governor that I know he never read, I wondered what I was doing there. I couldn't make a decision that meant something in terms of the kids or their education. Had I seen a real purpose and a real direction in helping kids and school districts I would have gladly stayed on, Governor or no Governor. Instead it was trips to Washington that were meaningless and without purpose. We were wasting time and money attending conferences that we had to attend.

The State Board

I think that the State Superintendent can lead, can give a lot of direction, and a lot of support, but I think it has to be done through that State Board, and it has to be a human relations type of job. The State Board certainly doesn't help the situation by being dictatorial and by turning down the selection of textbooks. Now the State Board says we are going to set up a committee that is going to develop some goals and objectives for textbook publishing companies. The appointments got so right winged that even Shofstall couldn't stand it. There he is a liberal. He created something that got away from him, and I don't think that he did it intentionally.

We are still getting the same textbooks, so it has not accomplished the purpose that they thought it would. What we really ought to be talking about is open adoption.

I'm concerned about a general all around trend of having legislation dictate certain courses of study and a State Board that begins to dictate technique and curriculum, all under the guise of local control. They are talking about local control, but they are saying one thing and doing another.

If you said let's ignore the textbook adoption and go our own route with ones that are not on the adoption list, I think that the Board could cut off your ADA funds. I have to sign a paper and send it to the State Board saying that we are using the State Board adopted textbooks. I think that the Board has the power and it is spelled out in statutes. I don't think that I would want to recommend to my district that we fly in its face. I think that there are other ways of doing it administratively. In our district two years ago when we were developing a kindergarten reading program, the State Board did not want to approve our selection of textbooks, so I wrote down my rationale for it and presented it to them. They turned me down. Five hundred parents had signed petitions and they called me and told me that they had petitions and I said, "Good, send them to Shofstall." The Board had another meeting and I appeared before them. I said that if they were going to exclude our texts, then they had to exclude the Economy Company and at that time three Board members were very strong on Economy Company which is phonetics oriented. I just flat told them that all hell was going to break loose if they didn't allow us to use those textbooks, and they did.

If they started to say that they were going to screen our teachers and hire, I think that all hell would break loose. I'll give you another example of where the line is drawn. Under the new law, if a school district has less than six percent absence, they get the full ADM and if they have above that, they get ADA. We are now in the process of doing a study. Low incomes bring health problems, transportation problems, clothing problems, and nutritional problems. We are being discriminated against on that basis, and if we prove this we may take them to court. Either they are going to be taken to court or the law is going to be changed. There are many Superintendents that will say yes, we are not going to stand for it. I feel in my own heart that the legislation that was passed was wrong, and, although it was good for the majority of schools, we are still being penalized when compared to Madison, Osborn, and the lily white society that get their kids to school every day. The Board is almost bleach white, from the standpoint of attempting to impose things that will measure the lily white society against the achievements of the inner city. We have one school in which eighty percent of the kids have no father. This has to bring some problems. I want results in reading. We are putting in programs, and we are putting in dollars. I can show you budgets and compare expenditures in this state. We are one of the highest in per capita expenditures at $1200 per year. The average is $700 to $750.

I am not so concerned that the State Board is all lily white, all Mexican American or all Indian, as long as they have a real concern and a real feeling for the problems that are being faced by the minorities. I am also convinced that we are not teaching our Anglo society as well as we should be. I have appeared before the Board to ask them to visit the schools, to see what is happening in the kindergartens. Jenkins and Shofstall were the only ones to visit the schools and find out what was happening.

I am not real sure that Shofstall understands all the problems, but I think he is sincere, and I think that the State Board in their own way is sincere. I am sure that they wouldn't be doing the things that they are if they really didn't believe in them.

Proposals for the Superintendency and State Board

If I were Superintendent, I would develop an administration that was very familiar with the legislature, that could speak with legislators on a daily basis. I would formulate some long range plans for the financial needs of the State Department and of education in the State. I would develop a department which would help local school districts solve problems. I would begin to develop ways of really trying to get the kind of information people want about their schools.

I think that we are now basically reacting. Everytime I go to a State Board we are reacting about something that we don't like. We don't ever seem to get the horses in front of the State Board and in front of the legislature and say, "Look fellows, you have to look at education as an investment and not as an expenditure." The day that we can change the attitude of the legislature. the Governor, and the people in high places, then we will have it made. Right now they do not look upon education as an investment. I think that Raul Castro thinks that it is an investment.

I think the emphasis has to be changed from the standpoint of the educational community, instead of constantly complaining, to start acting in a leadership way. They don't have to be fighting from behind. I don't see how a State Superintendent can operate today.

I don't think that anyone at the state level should be given any more power. I think that they ought to provide resources to develop leadership at the local level. In my own mind the delegation of authority and the delegation of responsibility, is not a loss of power. I look at it as gaining power. I don't think that by involving people, administrators, and legislators, that you lose power.

I would not want to see the State Board have power to dictate the curriculum, particularly method and technique. I think that it is an awesome responsibility. I don't think we can say that everything that the State Board has done is bad because I think it has gotten us to react and do some of these things. So it can't be all viewed in the negative.

CHAPTER XX

WELDON PERRY SHOFSTALL

If Sarah Folsom and "Skipper" Dick were considered controversial. then it can be said that Weldon p. Shofstall was even more controversial. Weldon Shofstall became an educational partisan attacking what he called liberalism and radicalism which was bringing about the decline of American morality, capitalism, and American lifestyle in general. There was no subject or no issue too sacred, too sensitive, or too unimportant for Dr. Shofstall to address whether it be sex education, textbook adoption, the teaching of free enterprise, or the inadequate preparation of teachers in Arizona. Dr. Shofstall has become a popular and widely acclaimed public speaker, invited throughout the United States to speak on such topics as, "The American Challenge", "Western Civilization at the Brink", "Public Education and Free Enterprise", Education for Freedom", "Bilingual, Bicultural Education", "Teaching Free Enterprise", "Our Idealogical Civil War", "A New local Autonomy", "The Going Tide of Individual Freedom", and many other topics spanning the field of education and society in general.

Earlier superintendents might be classified as politicians, school teachers, or school administrators. W.P. Shofstall can be classified as an ideological educator. He has been concerned with the philosophy of education and the responsibility of education to the type of society in which he believes. Dr. Shofstall has combined his educational philosophy with his political philosophy and his religious commitment.

Weldon Shofstall had a different educational experience than his predecessors. In his earlier career he had taught briefly in small rural schools in Missouri. He completed his graduate work and became associated with Stephens College in Missouri as its Research Secretary and later Dean. Stephens College, known then as now, is a very competent and innovative private girls' school. After fifteen years with Stephens College, Dr. Shofstall served in an administrative position with the United States Armed Forces in occupied Germany and there was exposed to the confrontation of Soviet and American ideologies. Upon his return to the United States in the early 1950's, Shofstall had formed a very definite point of view concerning Soviet communism and its threat to the free world. He incorporated this point of view into his educational and social philosophy. Education to Shofstall is the free world's weaponry to be used against the onslaught of communism. Education is a tool to protect the free world and free enterprise capitalism.

Shofstall joined the staff of Arizona State University in the early 1950's as a professor of education and then as Dean of Students. He became an extremely controversial individual during his almost two decades at this institution. He was very involved in public discussion of the threat of communism and, in his view, the weakening of American society, and he was severely criticized for this. Due to pressure from opposing faculty members he was replaced as Dean of Students and made a professor of secondary education. Many students considered Shofstall an innovative and open minded teacher available for direction and help and accepting of new ideas from the students.

Dr. Weldon Shofstall could be most credited with making the office of Superintendent of Public Instruction a significant office. He, together with Mrs. Folsom and W.W. Dick, raised the profile of the office to the extent that it became not only familiar but a well discussed position within state education.

Biography

Dr. Shofstall was born in Leonard, Missouri, on

August 22, 1903. He obtained his Bachelor of Science Degree from Northeast Missouri State College in 1926, his Master of Arts from the University of Missouri in 1929, and his Ph.D. in Public School Administration from the University of Missouri in 1932. Dr. Shofstall served as a teacher in a rural school in Missouri from 1919-20 and became the Superintendent of Schools in Memphis, Missouri, serving there until 1929. He joined the staff of Stephens College as Research Secretary in 1929 and in 1932 became the Dean. He left Stephens College in 1946 to join the armed forces in Europe developing the German Youth Activity Program. He served in this capacity until 1950 when he became Dean of Students at Arizona State University and later professor of secondary education serving there until 1969. In 1969 he was appointed by Governor Jack Williams as Superintendent of Public Instruction for the State of Arizona.[1]

Shofstall intended to make the State Department of Public Instruction the best in the nation. He thought his role and that of his department was to give leadership and help rather than controlling or directing education in the state.[2] Regarding federal aid, Shofstall said he was against it but so much tax money was being sent to Washington that the state had to get some of it back and federal aid was the best way to accomplish this.[3]

Shofstall did not advocate mixing religion and schools but he did state that his education philosophy rose out of his religious belief that each child had a soul and a free will.

Shofstall the Administrator

Dr. Shofstall considered himself administrator of a department of some 275 individuals concerned with statewide education. One of the more innovative implementations that he was responsible for was the installation of a communications center in the new department building to handle all of the written communications with the most sophisticated of equipment. He also increased the efficiency of the computer teacher certification program.

In January of 1970, in a headline editorial, Dr. Shofstall was complimented by the Phoenix Gazette:

> Seldom do you find a man who deserves three rousing cheers and a measure of sympathy --- both at the same time. But that's the case with Dr. Weldon P. Shofstall, the state school superintendent. The eminent educator and administrator took a sensible approach to the state school budget and thinks his department may be able to operate within its old budget of $86.46 million.[4]

In December of 1972, the Tucson Daily Citizen ran a feature called "Schoolman Weldon P. Shofstall: Profile", and listed some of the points of Shofstall's accomplishments and what he hoped to obtain. Shofstall stated in this article that he felt proud and responsible for the development of the free enterprise course taught in the public high schools, the requirement that teachers had to set learning goals for their pupils, and the setting up of commissions to decide what concepts would be used in state textbooks.[5]

Shofstall and the State Board

Shortly after his appointment, at his first meeting with the State Board of Education, Dr. Shofstall discussed his anticipated relationship with the Board by saying:

> Technically as an elected official, I guess I'm an employee of the people. But I'm taking the position that I'm employed by the board.[6]

Dr. Howard C. Seymour, President, said that the Board would make all policies and that Shofstall, as the Board's chief executive, would carry these out. Shofstall said this was the way he believed it should be. The Board took a strong position establishing the policy making right as given to them by the legislature. The Board was determined to establish its rights and prerogatives and seemingly Dr. Shofstall was in agreement at this time.[7]

The honeymoon period with the Board was soon to end for Dr. Shofstall. He, like Sarah Folsom, came into direct confrontation with the Board. All of the appointees on the newly constituted State Board were placed there by Shofstall's friend, and political colleague, Governor Jack Williams. Yet it is the very Board that continued to stall Shofstall in most of the endeavors he was interested in. Shofstall changed his position and support in favor of an elected superintendent to protect the office from political control by a biased Board of Education.

Shofstall, in a letter sent to the governor, requested that the state school board be abolished. He said:

> It seems to me the best way to do this is to have an elected state superintendent of public instruction and with no, I said no, State Board of Education.
>
> In other words, it would be the responsibility of the State Department of Education to carry out the laws made by the legislature, and wherever the legislature had not acted, then the responsibility would lie entirely with the school boards.[8]

Shofstall and Private Education

Dr. Shofstall maintained his interest and support for private education. He felt strongly that private education was in danger of being eliminated by a unipublic educational system in the United States giving parents little opportunity to obtain an alternative education for their children. Shofstall supported a voucher system. Parents would obtain a voucher for their percentage of taxes based on the number of children they had in school and would be able to present this voucher to either a public or private school of their choice for their children. A hundred years previous to this report, in 1875, Chief Justice Edmund Dunne of the Arizona Supreme Court, also advocated a voucher system to support the Catholic parocnial schools for the majority Mexican population in the Territory at the time.[9]

Dr. Shofstall accomplished his goal of placing the office of superintendent in a leadership position and allowing school districts to apply for and obtain help in all areas of school curriculum and management. As of January, 1975, Dr. Shofstall will transfer the office to Mrs. Carolyn Warner.

FOOTNOTES

CHAPTER XX

[1] Leaders in Education (4th ed) (New York: R.R. Bowker Company, 1971), p. 866.

[2] The Arizona Republic (Phoenix), July 11, 1969, p. 19, col. 6. July 24, 1969, p. 1, col. 1.

[3] Ibid., p. 5.

[4] The Phoenix Gazette, January 13, 1970, (ed) p. 6, cols. 1 and 2.

[5] The Tucson Daily Citizen, (Ole Magazine) December 2, 1972, pp. 7-10.

[6] The Arizona Republic (Phoenix), July 22, 1969, p. 1, col. 2.

[7] Ibid., p. 5, col. 2.

[8] The Arizona Republic (Phoenix), July 22, 1969, p. 1, col. 2.

[9] "Shofstall on Vouchers" (editorial) Arizona Education Action, January, 1974, Vol. VI, No. 6, p. 2. "The Voucher Idea" (editorial) Arizona Education Action, March, 1970, Vol. 2, No. 7, p. 2.

W. P. SHOFSTALL

INTERVIEW

September 13, 1974

Background

My parents were both born on farms in North Missouri in Shelby County. I was born on a farm near Leonard, Missouri---that's the post office address, on August 22, 1903.

My childhood memories begin primarily when I started to school. I remember walking to school. When I first started we walked about three miles to a one room rural school. When it rained my father would get on a horse and ride up. There always would be two or three or four parents waiting there for their kids who would get on the back of their fathers' horse and ride home rather than walk home in the rain. I remember getting the old pot belly stove heated up so that school could start in the winter. Of course, the thing that you remembered on the farm in North Missouri was when the spring came. You could hardly wait until it got warm enough so you could throw off your shoes and go barefooted. My childhood memories were very happy. We were in the country and had lots of space to play. We went fishing and hunting.

I clerked in a general store before I finished grade school. While I was going to college, I worked in the bank and ushered in a movie. I also worked my way through college by first working on the college farm and then in the library. A most important experience was my activity in student government. This gave a country boy who didn't know much a chance to learn a lot.

I am sure by current standards we would have been called economically deprived without any doubt. I had to go away to high school -- in fact I went away from home even in the 8th grade. When I went away to high school, four or five of us country boys went to the town where they had a high school. We lived together in a sort of an apartment. It was pretty rough. My mother sold eggs and chickens for spending money and my clothes.

An important part of my informal education was that as soon as I was old enough, which was about thirteen years old, I drove a car. It was a Ford Motel T. We used to have chautauqua in those days, and I was one of the people who would drive to the railroad station about twenty miles on a dirt road to get the chautauqua performers. This was quite interesting for me because this was a group of people I had never had any dealings with before. It was quite interesting to drive back twenty miles on a mud road with these people.

I graduated from high school when I was sixteen because my birthdate was August 22nd, so I started school early. I started teaching right out of high school. We could take an examination then and were qualified to teach.

I taught in a one-room school house and had eight grades there right in one room. If that isn't an open classroom I never saw one. It certainly was individualization. I taught little kids to read when I was sixteen years old and our books then were phonics.

After I started to teach in 1919 I enrolled at a teacher's college at Kirksville, Missouri, in Northeast Missouri and I graduated in 1926.

Early Administrative Positions

My first employment, as I said, other than these things I did while I was still in school, was two years of teaching in a rural school. Then I went to a small town of about three thousand people. It had two elementary schools and a high school. I went there as the high school principal. After I had been there about three months, the Superintendent resigned to become State Superintendent of Education, and I became superintendent of that small place. I was at that time, I think, the youngest superintendent in the state of Missouri. I immediately started going to summer school to work on my masters, which I completed in three years of summer school. In 1929, before I was ready to start work on my fourth year as superintendent in this small town, I had a call from Stephens College in Columbia, Missouri, asking if I would be interested in coming down there for a part-time job and to work on my doctorate as research secretary to Dr. W.W. Charters, who I found out later to be a very famous educator. Something about this college appealed to me and I went down, was interviewed, and got the job.

Some months after, I asked why they picked me. They said, well, they called over to the University of Missouri and asked the dean over there if he knew of some young man who would be interested in being a secretary of research. The dean said, "No, I don't know of anybody, but we have a required course for the master's degree in which I had about 400 people this summer and I'm just grading the questions." The dean then said he just graded the tests and "The top paper is from a fellow by the name of Shofstall. I don't know him but you might contact him." This was accident number one in my life.

Well, the Stephens College experience was very significant to me because we had this very fine research director and a program in which we tried to get every faculty member to carry on some kind of practical research. This was an experimental school. During the fifteen years that I was there, I met and worked with practically all the top educators in the United States. Many of the people that we employed and worked with there were famous. We had people like Bill Hinge who was a playwright who taught freshman English for us there and then we brought in Maude Adams.

Confrontation with Communism

The second big accident that happened in my life, was in the fall of 1946. I had a call from a friend who said he had heard they were hiring some people for the United States Armed Forces in Europe and wondered if I would be interested, and I said yes. They sent me an application from the Pentagon, and I filled it out. About the first of December I got a call from them saying they were going to hire me. I went to the Pentagon; that was quite an experience for a country boy. I was met by a young woman who said "Do you know me? I worked in your office for three years at Stephens and you gave me a job while my husband was going to medical school. I'll never forget it because it enabled us to finish his medical training, and now I am secretary for the

Chief of Personnel for the United States Armed Forces. I saw this job up on the board one day and I went to my boss and said I know just the man for it." That's how I got that job.

I went to Europe and found myself scheduled to work with the Germans. I hadn't had any German since one year in high school and one year in college. Anybody knows that even if you had four years in college, you wouldn't know much German, and this had been twenty-five years before. I started inquiring about somebody to teach me German and to make that long story short, the person that was sent to teach me German is now my wife.

My philosophy and political beliefs have developed pretty much since this European experience. I suppose I got more of what I would call real education between 1946 and 1950 when I was quite a mature person and spent those years in Europe. This was an entirely different education, one quite interesting to me. When I came back, I expected my professional colleagues to give me credit for having had an interesting and different experience. But I found that it didn't mean anything to most educators.

My experience in Europe was very shocking because I saw the United States government almost succeed in making Germany a communist country because they placed former communists in charge of the newspapers, radios and communications, though they had nothing to do with my work. We were given instructions if we said anything against the Russians, we would be on the plane home in 24 hours. I didn't realize that America was so oriented in that direction until that experience; it was a real shock to me. I got the second shock when I came back. I found out Americans didn't know about it, but they assumed that I was pro-Nazi and pro-German, first because I had a German name (but of course there is no significance to that). I am also a member of the Sons of the American Revolution; but, I had married a German woman, and they assumed that I had been subverted by that. So in my attempt to tell them what was happening, I got this image built up that I was a totalitarian and anti-democratic, sort of person. Unfortunately I did probably carry on more of a crusade than was good for me to do.

Dean of Students

When I came back from Europe, I came to Arizona State University. This was in 1950 and I came as the Dean of Students. It was my concept of a Dean of Students, after having fifteen years in a private school, that he was sort of attorney for the defense as far as the student was concerned. I found that this wasn't the position you took in a state university. You were supposed to be against students, not for them. Well, I made the mistake of battling for some students who weren't even worth fighting for at all, and it kind of got me crossways with the faculty. They thought that I was just soft on students. I was treating them the way we had treated them in a private school. Incidently, that is one of the sources of my great convictions at this time: it would be a crime if we let private education disappear in this country. First, because I have studied enough and know enough about Germany to know that the first thing that Hitler did was to eliminate all private schools. You can't have a totalitarian regime with private schools.

Then the 1960's came along and the revolution that's going on in this country. I got hold of a film which was made by Fulton Lewis, Jr., called "Operation Abolition". It was on the San Francisco riots. This was a very beautiful documentary, and I suppose I showed that film around a hundred times. A group of business people bought me three copies of it. This finished me off as far as the faculty was concerned at Arizona State. On two different occasions they petitioned the president to fire me. This got so bad, that they got me out of the Dean of Students business and kicked me upstairs as a professor. These were some of my wonderful days, because I had academic freedom which was something I had never had.

The State Superintendency

We were driving back from Los Angeles one day, and I heard on the radio that Sarah Folsom had died. The next thing I knew was that some members of the legislature, and a member of the State Board had come to me and said they would like me to consider the State Superintendency. Immediately my right wing friends, who were still my friends at that time --- they have all left me now --- began putting pressure on the governor. I didn't want to run for the Office of Superintendent except that Jack Williams called me and said, "I am going to recommend you for appointment as State Superintendent, but you have to promise me that you will run when this term is up." I had a year and a half to go before my unexpired term was filled. So that's the only reason I ran, and you notice that at the first opportunity I got not to run, I took it.

I agreed with what Sarah Folsom tried to do, although I didn't know her personally. I found from my experience that she was a wonderful person who was trying to do the right thing but was a poor administrator. I have since also found out that this is not primarily an educational job. This is a management job. I think I feel that it is a real asset to be an educator at the same time, but if I had to make a choice between a manager and a non-educator and an educator and a non-manager, I would take the manager and the non-educator because we can employ people like Jim Hartgraves to handle the educational possibility if the Superintendent is a decent manager. Of course, part of my definition of a decent manager is consultative management. Management doesn't imply telling everybody what to do and how to do. It's giving them the freedom and support to do what they want to do professionally. Now if you interpret a manager as a dictator, then it would be very sad to have a manager of that kind in an educational job of this kind. This is the thing that has disturbed me about this election. I find that very few of the people --- with the possible exception of Carolyn Warner --- realize that this is a management job.

When I first came into this office, I was quite sure that it should be appointive. I thought it was a professional job and, therefore, they should select the professional and appoint him. Now as I have been in the job for five and a half years, I am convinced it should be elective. As I said a while ago it is a managerial job, but more important than that, I think that parents feel helpless to influence public education. They have lost not only control but influence. I think we owe it to them to give them a person they can vote on. True, that person is not going to change things much, but it gives them a chance to say that this is the type of person that they want as the head of their school system. I think the very fact that eleven people ran for this office indicates that somewhere word got around that this is a very powerful office and, of course, they are going to wake up to the gross realization that the power only lies with the personality of the person. There is no real legal power. The reason that many people say that they want an appointed superintendent and an elected board is that it would give more harmony between the board and the superintendent. My point is that would be the kind of harmony you have in a totalitarian regime.

What we need more is to have the legislation written to define the functions of the board and of the superintendent so that they are not overlapping. At the present time, the board thinks that the superintendent works for them and that the State Department works for them too. You can imagine anybody trying to work in a situation with nine bosses. Furthermore, the board should make policy and not administer it. As long as the legislation is written that way, I don't care whether the

Superintendent is appointed or elected.

I am most proud of the fact that I have succeeded in convincing many people in the State of Arizona that the State Superintendent can be a very significant element in the public education system. I would have run for State Superintendent again had the State Board been willing to serve as an advisor and policy making board rather than trying to administer the State Department and interfere with local autonomy. That is, I would say, without any doubt my greatest disappointment.

We have completely changed the State Department from a regulatory agency to primarily a service agency. We have reorganized the State Department as a functional organization rather than a military type of organization.

I say that parents should have local autonomy about what is to be taught, and the teachers should have local autonomy about how it should be taught. Now then, the only reason for having a state curriculum on what is to be taught is that we have such a mobile population. There should be some type of coordination. If a child is in the fifth grade and he moves from Phoenix to Tucson, in mathematics, he shouldn't suddenly have long division when he had been doing something else.

One negative event in Arizona education during my incumbency would be my difficulty with the State Board for insisting on having a committee made up of laymen and professionals to write a detailed course of study. I started this course of study, but I had no idea what would develop. I said that I thought laymen should tell in very broad terms, I called it basic concepts, what they wanted their children to get out of school. The board picked it up immediately and set up basic concepts committees. I met with the basic concepts committee in social studies and said my idea of basic concepts would be no more than 15 and maybe only 4 or 5 basic concepts that you think a graduate from high school should have in social studies. At a meeting some said that isn't what they wanted. They wanted a detailed list of facts for children to learn, and from that point on the whole thing went out of control.

The most negative event in Arizona education during my incumbency has been my disagreement with organized teacher unions. I don't blame the teacher union people --- you wouldn't be elected as an officer in AEA if you didn't put the teachers first. That's the reason they elect you, to work for the teachers. My point is that we all should be working for kids. Teachers are important, but they should take second place to children. Now I just think it is criminal for a teacher to strike. I think it would be criminal, for example, if my doctor would decide to strike. Now if my doctor doesn't want to treat me, that's his business, and he has a perfect right not to. But for him to put out a picket in front of another doctor to tell that doctor that he can't treat me, that's wrong. If a teacher doesn't want to teach these children, that's all right. He should walk out and say I'm going to walk out, you don't pay me enough, the working conditions are bad. But when he says that another person can't come in and teach those children, that's wrong.

I remember in 1925 when I was working on my doctor's degree they talked about teaching not being a profession. They talked about professionalism and developed a professional code, but you never hear much talk about it. You know, the doctor's have their code that says the patient comes first. I think the fact that we have no provision for any type of internship training is horrible. I certainly wouldn't want a physician operating on me who had learned everything he knew about operating out of a book. Now they have this practice teaching, but that's not the same because they are not in charge of the classroom and therefore they are not responsible. Then we have this most unprofessional thing in that teachers can renew their certificates by taking thirty hours of graduate work. Many of those people who are teaching those graduate courses have not been in a classroom for twenty-five years.

Politics and Philosophy

My philosophy of education is individualistic. I believe in preparation for a world of work, and I don't necessarily mean working with your hands. I think the nuclear scientist is engaged in a world of work the same as a carpenter. Also I think value education has to be a part of education. I think the reason we have the crime rate that we have, and the reason we have so much juvenile delinquency, is that so many of the people to whom children look for guidance say that there is no absolute right or wrong. I think there is an absolute right and wrong, and that is what I would call conservatism. That doesn't mean that I, or anybody who believes this way, do only right, but I think that we have to keep on the right road and we have to try. For example, let's take promiscuous sex --- to me that's wrong. But there are people who say there is no right or wrong, and they are not willing to condemn that. I am sure that there always has been and always will be shacking up, but the fact remains that it has always been and always will be wrong.

My party political affiliation is Republican. I am a conservative and of course I don't define conservatism the way most so-called liberals define it.

Liberals define conservatives as reactionary and living in the past. I define conservatism as being concerned with basic principles and making decisions on the basis of principles rather than opportunism, which I think most liberals do. I have great respect for history because I feel that there is nothing new under the sun. I am also convinced that the basic human nature of man has not changed in 5,000 years. I'm concerned about what we have learned in those 5,000 years. When I talk about conserving, that's what I think we need to conserve. I find when I can get a real liberal to talk to me --- for example the communists I have known in Europe and here --- I have no trouble with them because we just agree in the beginning that we operate on different basic assumptions. The basic assumption of the liberal is that everything has changed, including man.

I'm pro-individualism whereas Communism and socialism are collectivism. This is what bothered me so much in the College of Education at Arizona State University. Professors would lecture on individualized instruction, but they didn't do a bit of individualized instruction. I have found when I watch practice teachers that they go out and teach the same way they have been taught and the same way that their teachers had been taught.

Federal Funding

When federal funding first started in 1965, I was one of its chief opponents because I operated on an assumption that I still hold and still believe is true, that federal control will always accompany federal aid. You just can't put it on the stump and run. That's what people thought was going to happen. As I have observed it in the five years I have been here, the Office of Educati has very slowly been attempting to shift control of funds to the state agencies away from the federal agencies, but I don't think they are going to be able to succeed in the long run. I see eventually the trend going towards more state control and more federal control, in other words, in the direction of cnetralization and away from the local district. The local districts are asking for more and more federal money and more and more state money. My position has been, since that money has been handed out, I am going to get every dime I can and try to do everything I can to see that it's spent as intelligently as I can. I have a feeling that one always has to choose between values, and the higher value in this instance as far as I am concerned has to do with doing everything I can for education. It is just like Social Security. I'm fundamentally opposed to Social Security but come

January 1, I'm going to have my name in there because of the taxes I have paid over the years. If the local schools want the state to pay for the textbooks, which they do, then the state is going to have to take the control. If the local schools will take the responsibility, or are willing to take the responsibility, of paying for them, they can have the control. But you can't get a legislature, and you can't get a State Board, to approve textbooks they don't like if they are paying. The Superintendent's role in this local control controversy is to shoot off his mouth every opportunity he can get and be as honest about it as he can.

Accomplishments in the Superintendency

A positive event in Arizona education during my incumbency would be the emphasis upon basic skills. That started an avalanche that has grown. The second important development has been the emphasis upon career education or the world of work. The third development would be the drug abuse prevention program.

I have also tried but haven't been to successful in getting the schools more concerned with religion as it relates to education, being fully aware of the need for separation of church and state. Our religious freedom is being interpreted as freedom from religion. From time to time, I will have people who call asking if it will be all right for us to give a course in Bible as literature. I say sure, but it's amazing how many people think they couldn't do that. I have tried to build an atmosphere where they could.

Another thing I have plugged for and haven't made much progress toward is protection for private education. I have had chances where we could give federal funds to private schools but our people would tend not to do it unless I would insist on it, if it was within the law. I have championed the voucher system as one solution to it.

I have pushed very hard on cooperative education. I think that every high school boy or girl should have an experience where they can go to school for half a day and work for half a day. One good thing I like about the Russian system, before you can go into a university, you have to work at least two years. Now this fits fine with the Marxism theory, but it's fine with my theory too.

Educational Beliefs

I think we have the free enterprise program so well-established that I don't believe they are ever going to get rid of it unless the country goes from bad to worse. It has been a real uphill battle. Social studies teachers, not intentionally, nor maliciously, but just because of the training they had have more of a socialist outlook.

I'm much more interested in bicultural education than I am in bilingual education. I know too many people who were children of immigrants whose parents didn't speak English and in the day when they went to school couldn't speak English, who are today leaders in this country. They never heard of bilingual education. I know too much about how people learn a language. When I was in Europe, I saw little kids, children of military officers, come to Germany and in four or five months of playing with German kids knew more German than their parents who might have majored in German in college. I think bicultural education means respecting the culture of the child, in other words, treating him as an individual. I don't think you can ever become a good American unless you respect all men, but if you can't respect your own country, you can't ever respect another country. Just as if you can't love and respect your own parents, its pretty hard for you to have love and respect for other people. There's something about love and respect which is indivisible, like freedom.

I think teachers need to be trained in values clarification. I think they need to have courses in logic.

They need to have courses in philosophy, and they need to have courses in religion. As far as sex education, if they mean by sex education, teaching values, then I'm all for it. You can't tell me those kids who get V.D. and illegitimate children don't know about sex. They try to say that these kids who get illegitimate children are innocent babes.

If we keep education in the public sector, it will eventually become what it is almost today, a monopoly, and I don't believe in monoplies of any kind. If you have plenty of money today and you don't like what's going on in the public school, you can send your children to the private school; but, how about these people who don't have the money? I think we are being discriminatory against poor people.

I entered the profession of education for the same reason that I have found most of my colleagues entered the profession. I had a parent, in this case it was a mother, who thought there was nothing higher her children could achieve than to be school teachers. I have talked to many people in education and I have found almost without exception, that one or both of the parents encouraged them to go into teaching. That's one of the reasons that today I feel the key to quality education lies in the values of the parents. One of the reasons we may not have the best educational system in the world is that I don't think our parents respect learning. They respect going to school and getting a degree and so forth, but they are like those college students who really aren't interested in learning in college, but they want the bachelor's degree as a union card. You know that in almost all fields a Jew is far superior to the non Jew. The reason for that is that the Jewish culture highly respects learning. I got this also driven home to me when I was in Taiwan and saw Chinese who believe the same way. The fact is that on our third grade reading test, the only minority group that tops the Anglos on everything are the Orientals, right here in Arizona.

The Press

I think I have a very fine relation with Governor Williams. With the legislature I have very good relations except with a few of the extreme right. I have better relations with the extreme left than with the extreme right. I have had a hard time keeping the press from reporting me in terms of my image rather than as I am. But I feel in the last few months, I have sort of crossed over that hump. I think they are beginning to understand me. I have gotten along very well with the county superintendents.

It's been very difficult to get people to realize some things. People don't understand why I can't keep the Board from doing the things they are doing. They put me in the same pot with them though they can read in the newspapers almost daily that I'm fighting with them all the time. The district officials often tend to look at my image rather than at me.

JIM HARTGRAVES

INTERVIEW

November 19, 1974

Background

I was born in 1932 in Oklahoma. I attended public school at Snyder, Oklahoma, completing that portion of formal education in ten years.

The family situation was economically low but offset tremendously by compassion, love and respect for each member.

Following high school graduation was a four-year tour in the United States Air Force --- with duty in San Antonio and Wichita Falls, Texas; Taegu, Korea; Denver and Colorado Springs, Colorado. Pleasurable experiences included "Instructor in Leadership School" and "Instructor in Electronics."

I then entered Southwestern State College, Weatherford, Oklahoma, participating in football and basketball and graduated two and one-half years later with a Bachelor of Science Degree (Bio-Science Major).

Following the Bachelor of Science experience, I accepted a position in Oklahoma as science teacher with coaching responsibilities. By attending two summer terms and night classes, a year later I gained the degree --- Master of Arts (Public School Administration) and gained experiences as School Superintendent.

We moved to Arizona (Tuba City) in 1962. I enrolled in an Arizona School Law Class at Northern Arizona University, in order that I become familiar with school law in Arizona. Dr. Lyle Mullins, the instructor, was impressive to me, therefore, I enrolled in each class he taught. Dr. Mullins and others encouraged me to pursue the Education Specialist Degree, which I completed in 1965.

In 1968, we moved to Oklahoma in order that our children could, in their growing years, enjoy their grandparents.

This dream was of short duration, however, when in December of 1968 an opportunity occurred at Arizona State University by which I could pursue the Doctor of Education Degree. This was completed in 1970.

I then explored opportunities available and although offered the positions of School Superintendent at Seminole, Oklahoma (a very stable and pleasant Oklahoma community), Director of Student Teaching in Missouri, Curricular Coodinator in a Regional Laboratory, Assistant Director in another Regional Lab, Associate Professor in a University, etc., I still wanted to gain other and varied experiences.

Each of my experiences to this point in time had been extremely pleasant --- perhaps unfair in a sense. Unfair in that while earning a living I had enjoyed fifteen wonderful years, each year a different and learning experience.

Although working with people as they gained physical skills in athletics (football, basketball, baseball and track) was enjoyable, even more satisfying was "watching them learn to work together for the common team goal." The individual in the classroom discovering he knew "how" was fantastically self-satisfying. Working with a new faculty in Tuba City and being a part in developing a "total learning team" was a "capstone" many never have the opportunity to enjoy. Helping a district to reexamine its priorities and refocus on the learner was a new, challenging and rewarding experience. Collecting, analyzing and reporting data relating to their experiences as student teachers, watching that data being used to upgrade and aid other future teachers gave a feeling of contribution.

It was at this time that one of my doctoral committee members asked why I had not explored State Department experiences, so I requested and gained an interview with the Arizona State Superintendent.

Weldon P. Shofstall

Upon meeting with Dr. Shofstall for the first time we exchanged pleasantries and I told him that I was there to officially apply for a position but I really had no interest in working for the State Department in Arizona because they were primarily regulatory in nature and involved only in fiscal areas and my interest and background was in providing program services rather than just fiscal concentration. The fifteen minute interview lasted from 3:15 to 7:15. Dr. Shofstall said he wanted the State Department of Education to be a service agency rather than a regulatory agency. Therefore, July 16, 1970, I came on board and, under Dr. Shofstall's guidance, the Department has moved in that direction. We pride ourselves in attempting to be truly a service agency.

In my opinion, Dr. Shofstall was and is open-minded and willing to listen to differing ideas.

People who now accept appointments to boards, in my opinion, are people who want to know what is going on, and want to be involved in an active program. They are not passive, they are not a "rubber stamp." They are active in wanting to have all available information relating to whatever topic they are dealing with. Many times the major problems which arise, do so because of a lack of total information available to the board members. The best way, in my opinion, to get any group working together is to "lay all available information on the table" so that everyone has the same basis to work from. This way at least you have a common point of beginning.

Dr. Shofstall has stated that probably the most frustrating and negative occurrence in the time that he has been in this office has been his relationship with the State Board. I think the Board supports and always has supported Dr. Shofstall in terms of his "general ideas." Sometime, differences arise when Board members have different sources of information and different degrees of information, and therefore they establish criteria based on what they know, rather than a total information base. In my opinion, one factor we should have started three years ago would have been to make a very concentrated effort to make sure that all information that the Board requested or needed or desired was available to them.

I think that once a concern, issue or problem arises, as much information as possible should be included in that presentation, with as many alternatives as possible, presented for positive outcome. I find most people are more comfortable if there are some alternative solutions to an issue. They might not accept any of the alternatives but this at least creates a base from which one can begin to discuss, modify and reach agreement.

Shofstall's Superintendency

The Department was highly fiscal and regulatory at the time Dr. Shofstall assumed office and it is now a service oriented agency. We also began to move toward a united Department of Education rather than many uncoordinated units.

A document was created in 1970, "The Writing of Projects and Project Proposals", enabling local districts to apply for any and all sources of funding above basic support assistance available through the Department. The emphasis in this document was to describe the program and what the agency would accomplish with the money they would receive. I think this single item aided districts in examining what they wanted to do rather than just applying for X number of dollars.

Arizona was and is the leader in the nation in

"Career Education."

Arizona developed a drug education team, utilizing a valuing approach to drug abuse prevention.

Vocational Education offerings and participation has increased in fantastic proportions with the aid of a dedicated Arizona Department of Education staff.

Dr. Shofstall created a Right to Read Ad Hoc Committee and with State Board cooperation established a policy on reading. The grade three reading achievement test has been given over a period of five years. The first year the test was given, the Arizona average was below the national average, the second year a little closer, the third year right on, and the fourth year, a little ahead. This progress, even in a survey sense, reveals the tremendous effort of teachers to continually aid students.

Dr. Shofstall pursued the concept that there are ways other than just the accumulation of credit hours by which a teacher might improve. He was saying let's take a look at ways to aid teachers in the field. At present the three Arizona universities are working together in an effort to establish "intern programs."

We have initiated a program of mini-grants by which a limited number of teachers may apply for financial help for a project which relates to helping youngsters. The amount per mini-grant is small, in the neighborhood of $2500.00.

Prior to four years ago the annual report made to the governor was in a formal sense basically a fiscal reporting document. Presently, in addition, Dr. Shofstall submits an annual report to the governor based upon the goals and achievements of the Department of Education on a program level. It reports the thrust of the Arizona Department of Education.

The Arizona Department of Education has established what we call a "consultant cadre." Any teacher who expresses a need in any discipline or technique, can request a session on that particular topic. To aid the process we have identified many individuals across the state who have expertise in many different disciplines, techniques, et[illegible]e match the request from the teacher in need with an individual able to provide services, and following delivery, an evaluation is utilized so that we know the requesting teachers are getting the service they asked for. This can be on a one to one basis or a twenty to one basis. We require that the request come from a teacher, with administrator's concurrence. Generally speaking it is a teacher from one school district going to a teacher in another school district to provide help.

In July, 1972, the employees of the Arizona Department of Education moved into its present building located at 1535 West Jefferson Street, Phoenix. I inject this information because the move created the physical possibility of a united Department of Education, heretofore, because of various site locations of staff, virtually impossible.

Faced with a desire to improve, unite and coordinate service delivery potential, Dr. Shofstall created a task force in 1973, and charged them to provide recommendations for the reorganization of the Department into an organizational structure based upon the necessary functions required to meet our responsibilities to the students and local school districts as prescribed by statute and State Board Policy.

In essence this movement would allow the Department to respond more directly to requests as well as improve coordination and communication.

Three task forces later a functional Management Council was devised and is currently operating.

I think the personnel report at the last State Board meeting (September 16, 1974) stated that there were 273 people in the Department. We actually have less people on board than we had when Dr. Shofstall arrived in 1969 (July, 1969 - 286: September, 1974 - 273). We have since 1969 added many, many services. I think one could list at least forty-six additional specific programs or services that we now provide ranging from "Free Enterprise" to "Career Education", and with less people than we had on board in 1969.

The Superintendency - Recommendations

While more states do appoint State Superintendents than elect Superintendents, data is not available reporting increased efficiency occurs utilizing either method. Perhaps the solution lies in "learning and working together."

However, improvement might occur if the Board members appointed the Superintendent.

In Arizona, the elective board, might ideally be composed of fifteen individuals, one to be appointed by the governor, and fourteen who would be elected. The fourteen could be individuals, serving on local school boards, with proportionate representation from each county. The local school board experiences would aid in that each would already have a general grasp of the thrust and management of education. I believe that a board should deal with establishing "policy", and the Superintendent should be responsible for the administrative functions of the Department of Education within the policy and guidelines as established by the Board. The state guidelines should be general in nature which would allow local districts to establish their own specific guidelines.

I think the Superintendent should have proven successful managerial experiences. When you are working with a staff of approximately 285, you need a person as chief administrator who is very strong in the management and human aspect. These are minimum essential characteristics. The Department of Education has professional educators in each and every discipline that we are responsible for. Responsibility with authority and accountability should always be placed at the lowest possible level in terms of hierarchy. If you have a director of a program, that person should have the responsibility along with authority and accountability.

The State Superintendent must be an advocate for education and must work with and represent the people in a firm and fair manner so that all reasonable needs are recognized, considered and dealt with. The Superintendent must be respected, honest, direct and forthright, articulate affectively, and be a listener. After gathering all relevant information, planning must occur, followed by positive, communicated action.

Currently language arts textbooks are being examined. I would suggest that in all probability if people could relax, remove subjectivity, and objectively complete their examination and make recommendations, then "what's good for the children" will emerge. If, however, I am incorrect, a district may still seek recourse, appear before the State Board, and request permission to utilize textbooks not on the state adopted list.

The Superintendent must be the advocate for education in the state. In order to gain that particular position the Superintendent needs to establish a broad input base. The input base must be used, not just created but used, used in the sense of taking this input and acting in a positive manner. I think in order to get to that point you would need various advisory committees. Perhaps advisory committees representative of district superintendents, local board members, industry, parents, legislators, students, teachers, and higher education. Perhaps a representative from each of these committees could form a unified advisory council to aid in communication articulation to all publics.

A positive, cooperative, open, sharing relationship of all concerned with education would aid in helping learners.

The Department of Education staff must be able to continue to provide services wherever needed in an efficient, positive and cooperative manner. Unnecessary, duplicative paperwork must be minimized, enabling staff of the Arizona Department of Education to serve in an even higher degree.

Regarding federal aid to education, the federal monies are tax monies collected from and then returned to the local districts. The current concern may be the feeling that identification of needs is established at the federal level whereas that identification could best be determined at the local district level.

Many improvements have occurred in recent years. Many challenges are currently present and more will emerge with passage of time.

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